DOCUMENT RESUME

ED 070 477 LI 004 029

TITLE	Comprehensive Long-Range Program for Library Services in Wisconsin.
INSTITUTION	Wisconsin State Dept. of Public Instruction, Madison. Div. of Library Services.
PUB DATE	72
NOTE	54p.; (27 References)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Evaluation; *Library Planning; *Library Programs; *Library Services; *Objectives; State Libraries; *State Programs
IDENTIFIERS	Library Services and Construction Act; LSCA; *State Plans; Wisconsin

ABSTRACT

The main areas of concern in this long-range development program to meet the requirements of the Library Services and Construction Act are the following: public library development and facilities, public library services for the disadvantaged, library services for the blind, physically handicapped and institutionalized persons, intertype library cooperation, and strengthening metropolitan public libraries and the State Library Administrative Agency. High priority was assigned to project applications which: (1) more rapidly develop public library systems, (2) enable these systems to experiment with programs that serve population groups with special needs, (3) expand leadership capabilities in state institutional library services, and (4) further develop educational and training opportunities for librarians. Special consideration was given to programs serving areas with a high proportion of disadvantaged residents. (Other State Plans are: LI003985-003993, LI003995-004004, LI004027-004028, LI004030 through 004035, and LI004038-004046. (SJ)

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

comprehensive long-range program for library services in wisconsin

division for library services

wisconsin department of public instruction
madison, wisconsin

1972

table of contents

Preface		3
Introduction:	Background and Current Situation	5
Chapter I.	General Public Library Development	12
Chapter II.	Public Library Facilities	17
Chapter III.	Public Library Services for the Disadvantaged	26
Chapter IV.	Library Services for the Blind and Physically Handicapped	31
Chapter V.	Library Services in State Institutions	34
Chapter VI.	Intertype Library Cooperation	39
Chapter VII.	Strengthening Metropolitan Public Libraries; Strengthening the State Library Administrative Agency	42
Chapter VIII.	Criteria and Priorities, Library Services and Construction Act	43
Appendix A		45
Members, Wisconsin Council on Library Development		
Additional ad hoc members, State Advisory Council for LSCA		
Members, Working Groups		
Appendix B		48
Management by Objectives: An Overview and Terminology		
Appendix C		51
Wisconsin Division for Library Services: Responsibilities and Organization		
Appendix D		53
Bibliography		

preface

No one is more conscious than the Administrator of the state library agency that this long-range plan for library services in Wisconsin is not truly comprehensive. Many gaps exist in its areas of concern and its documentation. Bigger gaps occur in its recommended criteria, priorities, goals, and action steps.

These deficiencies reflect to no small degree the fact that the planning and plan writing was done in the fiscal year in which the Wisconsin Legislature enacted a new basic library law, including a thorough review and modernization of all provisions, and adding a state commitment to the organization and financing of public library systems.

Not only the staff of the Wisconsin Division for Library Services, but many of the librarians, library board members, and citizens who advised on this plan also were deeply involved in this legislative effort, and in the planning and implementation steps required by its passage.

That long-range planning, despite these other concerns, progressed as well as it did is a tribute to the tradition of planning in the Wisconsin library community. Chapter 152, Wisconsin Laws of 1971, is merely the culminating point of a decade of library planning effort in the state. Highlighted documents of this decade include: *Facing the '60s–The Public Library in Wisconsin,* produced by the Bureau of Government, University Extension Division, University of Wisconsin, February 1961; *A Statewide Reference Network for Wisconsin Libraries,* by Guy Garrison, 1964; *Public Library Facilities* (Wisconsin Development Series), produced jointly by Wisconsin Department of Resource Development and the then Wisconsin Library Commission, 1965; the 1965 revision of Wisconsin library law, which abolished the Wisconsin Free Library Commission and replaced it with a Division for Library Services within the Wisconsin Department of Public Instruction with broader and more clearly defined authority for leadership; *A Plan for a Wisconsin Library and Information Network; Knowledge Network of Wisconsin,* by Joseph Becker and Robert M. Hayes, 1970.

Acknowledgment should also be made to the planning worth of the proceedings of the more recent Public Library Management Institutes, and to the continually-improving comprehensiveness of the *Wisconsin Library Bulletin.*

Much of this background of planning stands as a tribute to my immediate predecessor, S. Janice Kee. The results of her effective leadership are shown not only in many of the published works cited above, but in the changes wrought in the Wisconsin library community by the programs she nourished.

Wisconsin's experience since 1956 with the federal Library Services Act and the Library Services and Construction Act also underlies many of the concepts presented in this plan. The basic plans and their amendments, the annual programs and the rather subjective evaluations of their successes and failures provided a necessary backdrop of experience for the preparation of this plan.

Early in 1970, the statutory Wisconsin Council on Library Development considered its appropriate role in advising on the preparation of the comprehensive long-range plan for library services mandated by the extension and revision of the Library Services and Construction Act in 1969. It agreed to form the nucleus of the required state advisory council. Further, it agreed that the State Superintendent should add additional ad hoc members in compliance with types of representation indicated in the law.

3

Additionally, it agreed with the Division staff that more advice could appropriately be sought from other librarians, trustees, government officials, and library users. Its Chairman and the Division Administrator subsequently established six working groups, concerned with: General public library development; public library facilities; library services for the disadvantaged; library services for the blind and physically handicapped; library services in state institutions; and interlibrary cooperation.

After an initial joint meeting of the working groups and the Council on September 21, 1971, each working group proceeded at its own pace. Written interim reports of the working groups were prepared, usually by a Division staff member. In several instances, oral reports were made to the Council.

Following the circulation of the first draft of this plan to all members of the Council and the working groups, the Council convened a public hearing on the plan at the State Historical Society in Madison on April 13, 1972. Many comments and criticisms made at this meeting were incorporated into this final plan, which was approved by a majority of the Council at its special meeting on May 2, 1972.

Subsequently this Program was approved by the Wisconsin Division for Library Services, the Wisconsin Department of Public Instruction, the Governor of Wisconsin and the United States Office of Education.

Acknowledgment is made in the Appendix to the members of the Wisconsin Council on Library Development, its additional ad hoc members, members of the six working groups including those members of the Division staff most involved.

Thanks are also due to the professional staff of the Federal Bureau of Libraries and Educational Resources, and in particular its Regional Library Program Officer, Allen Sevigny. Many of the skills and insights developed out of the three phases of the Institute on Statewide Library Planning and Evaluation have contributed to our planning processes. so gratitude is expressed to all who contributed to it.

Dr. George Glaspey, Management Consultant, Sunnyvale, California, trained staff members in some of the skills of Management by Objectives. His terminology and processes are reflected in many of the details in the plan. This format and process, rather than the evaluation process of the Ohio State University Center for Evaluation, was utilized because it is the one adopted by the Wisconsin Department of Public Instruction for its internal planning and state budget development.

Some assistance has also been received from this Department's new Division of Planning. As its staff grows, more use will be made of its specialized skills in preparing annual revisions of this plan. Dirk Graye, the Department's Personnel Officer, was at several points most helpful.

To return to our original theme, comprehensiveness proved to be an elusive goal in this planning process. Information gaps were disclosed, which will have to be filled before intelligent choice of unit goals or performance indicators can be made in several areas. Sheer lack of time precluded completion of work in other areas.

Nevertheless, I think I speak for all who contributed to this plan in saying that we enjoyed the stimulus and challenge implied in the very effort to be comprehensive, and look forward to refining our techniques and enlarging our scope in subsequent years.

W. Lyle Eberhart
Assistant Superintendent

introduction

BACKGROUND AND CURRENT SITUATION

1. Major Geographical and Political Features of Wisconsin
2. Population and Economic Characteristics of Wisconsin
3. Other Wisconsin Institutions Which May Affect the Use of Libraries
4. Public Television, and Publicly Regulated Cable Television Systems
5. The Current Library Situation in Wisconsin

INTRODUCTION: BACKGROUND AND CURRENT SITUATION

1. Major Geographical and Political Features of Wisconsin

Wisconsin, as one of the northern tier of the North Central United States, shares numerous physical traits with Minnesota and Michigan: Relatively short summers and long winters; fine agricultural conditions in much of the south, but relatively barren in the north; great mineral and lumbering resources which were largely exploited before 1900; transportation routes long dominated by the Great Lakes.

Its forms of local government set in the complex mold of the Northwest Ordinance, Wisconsin's towns (elsewhere called townships), counties, villages and cities have shared with state government a variety of social services and regulating functions. Since 1945, three major governmental trends may be noted:

(1) a relatively high proportion of state-collected taxes have been shared with local government, giving the state influence in setting standards for services which remained local functions;

(2) a tendency for county governments to assume many functions once performed by towns, villages, and cities;

(3) recent formation of special-service districts to provide services for which existing local governments are not well equipped.

2. Population and Economic Characteristics of Wisconsin

The 1970 Federal Census showed Wisconsin with a population of almost 4.5 millions. This represented a growth of 11.8 percent since 1960, slightly less than the growth for the United States as a whole.

Nearly 80 percent of the state's population resides in the southeastern half of the state, below a line which could be drawn from La Crosse in the southwest to Green Bay in the northeast. Forty percent of the population now lives in the seven counties in the Southeast Wisconsin Regional Planning Area, which may be considered a northern extension of the Chicago metropolitan area.

By way of contrast, much of the state's area northwest of the La Crosse-Green Bay line is sparsely populated. Although some of the counties in this area have maintained, or slightly increased, their population since the 1960 census, others have continued to show losses.

In the century between 1750 and 1850, Wisconsin's Indian population was rapidly outnumbered by successive waves of settlers of French, English, Scotch-Irish, Cornish and German origin. From 1850 to 1920, German and Scandinavian immigrants were most numerous, but Wisconsin was also enriched by families from most of the nations of southern and eastern Europe.

Since 1920, there has been a small but significant influx of Blacks, largely into the larger cities, and Spanish-speaking persons, most of whom came to Wisconsin originally as migrant workers. American Indians now number approximately 18,924.

Economically, Wisconsin's wealth is largely in the southeastern half which also has most of the state's population. Here are the largest cities, with a concentration of manufacturing industries, service and retail businesses. Here are also the wealthiest agricultural counties, with dairy and beef cattle, hogs and corn, and truck farming. Northwestern areas, with their mining industry largely exhausted, must rely on a reduced scale of lumbering, small industries, with paper and pulp predominating, and a recreation industry, formerly dominated by summer tourists, now getting some winter wealth with the growth in popularity of skiing and snowmobiling.

3. Other Wisconsin Institutions Which May Affect the Use of Libraries

Public elementary and secondary education benefited from a massive reorganization in the 1940's and 1950's with the number of school districts reduced from over 7000 to a present total of 444. Some school districts are still too small, however, to offer an effective and economical educational program.

In the 1970s, public disenchantment with the costs and the programs of elementary and secondary education will require vigorous state leadership to overcome. New sources of financing must be found. More sophisticated assessment of educational results will be demanded, hopefully resulting in more effective and humane educational outputs.

Private elementary and secondary education in Wisconsin, which in the mid-1960's served nearly one in every four of Wisconsin youths, in the early 1970's were enrolling only about 16 percent of 5- to 18-year-olds. Catholic and Lutheran schools faced new economic pressures. These pressures, combined with different cultural patterns, are likely to reduce nonpublic school enrollment percentages in Wisconsin to 14 percent by 1976.

The enormous growth of post-high school education in Wisconsin, particularly in the last decade, may be expected, in view of the high correlation of library use with educational attainment, to have a great long-range impact on libraries in Wisconsin.

Total enrollments in post-high school programs went from 79,714 in 1960-61 to 214,377 in 1970-71. Organizationally, far the largest part of this higher education growth occurred in publicly financed institutions. Two state four-year universities were added to the 11 existing in 1960, and their enrollments totalled 121,854 in 1970-71, as compared to 42,397 in 1960-61. Nine state two-year campuses were added to the eight existing in 1960, and their total enrollments reached 10,234 in 1970-71, as compared to 2,186 in 1960-61.

Under the spur of expanded demand for technical training, and aided by a state law establishing vocational districts, Wisconsin's vocational, technical and adult education schools educated 45,000 students in full-time programs in 1970-71, as compared to 11,284 in 1960-61.

A related phenomenon has been the recent growth in service industries and industries emphasizing technological sophistication. These industries not only demand more highly trained personnel, but rely heavily on up-to-date information, for which they need specialized printed information and data banks.

4. Public Television and Publicly Regulated Cable Television Systems

These seem to be on the verge of major expansion. The Wisconsin legislation has authorized construction of four more public television stations to be interconnected with those already established in Milwaukee and Madison. A Governor-appointed Commission is currently studying cable television, giving particular emphasis to protecting broad public interests. Although these parallel institutions may well be in some senses rivals of libraries as purveyors of educational and cultural services, they also offer great opportunities to libraries for participation in programing and the distribution of information.

In another area of technology, it may be expected that private and governmental agencies will develop and supply, via computer terminals, specialized data bases to meet the complex needs of specialists. As with television, this also offers a challenge to libraries to participate in the provision of this service. As the National Commission on Libraries and Information Sciences has made the development of national networks a matter of priority, it is apparent this kind of information network must also be in the thinking of Wisconsin librarians.

5. The Library Picture in Wisconsin

At appropriate places in subsequent chapters in this plan, more detailed information will be provided on aspects of present-day library services in Wisconsin. In this section only a general background is attempted, to provide an overview and historical setting for what is to follow.

a. Public Libraries

With 75 years of state encouragement, but no state financial support, public libraries have been established in 330 Wisconsin communities. In many large and medium-sized communities, they have developed good service programs, which have been supported by relatively adequate tax effort. A majority of the 330 public libraries, however, have been too small and too poorly supported to establish an effective level of service.

The nationwide publicity given to the establishment of county library service in the 1920's and 1930's had little impact upon Wisconsin. From its establishment in 1895, to its merger into the Wisconsin Department of Public Instruction, the

Wisconsin Free Library Commission worked for more effective public library service through its consultative personnel, provision of training opportunities, and publication program. Beginning in the mid-1940's, and particularly under the vigorous leadership of S. Janice Kee from 1956 to 1965, the Free Library Commission promoted library cooperation and comprehensive statewide library planning.

Utilizing liberal Wisconsin law encouraging cooperative provision of services by several municipalities, Wisconsin public libraries, usually with the stimulus of federal LSA-LSCA funds after 1956, began cooperative and federated public library service programs. By 1970, 207 of the libraries were participating in some kind of locally financed county or multicounty service program.

The popularity of these programs, with librarians, trustees, government officials, and citizens, made possible the ultimate success of a concentrated five-year state library legislative program. The new law, enacted in December 1971, made State money available for planning public library systems under statutory criteria. Effective beginning operational date for the first of the new systems to be approved will be January 1973. Four systems covering 21 counties are expected to share in $728,000 of state aids. Mandatory standards now being drafted will help to move public library service in Wisconsin to a new plateau. It is hoped that within five to eight years, all Wisconsin citizens will be served by 15 to 17 state-aided public library systems.

b. School Library/Media Programs

From the beginning of statehood, Wisconsin public schools have benefited from the provision in its state constitution for paying income from the sale of public lands and other sources into a Common School Fund, used for the purchase of library books for schools. The 1971 law revision makes it possible to buy audiovisual materials also.

Until school reorganization began to reduce the number of small school districts and attendance centers subsequent to 1940, only a minority of Wisconsin school buildings had centralized school libraries. With reorganized school districts and effective leadership from the State Department, all public high school students now have centralized libraries or instructional materials centers. Almost all junior high/middle school children are likewise served by centralized facilities. Centralized services are growing in elementary schools, but this is still Wisconsin's greatest area of weakness.

As in schools in other states, Wisconsin schools are moving vigorously toward multimedia collections and service programs. Hastened by the availability of Elementary and Secondary Education Act Title II funds, this development is now firmly endorsed in the Division's new *Standards for School Library/Media Programs, 1972-75.*

c. Academic Libraries in Wisconsin

It was observed above that total enrollments in post-high school programs went from 79,714 in 1960-61 to 214,377 in 1970-71. The organization and structure of higher education in Wisconsin changed dramatically during the 1960's, and will continue to change during the 1970's. One significant example of this is the merger of the University of Wisconsin System and the Wisconsin State University System under legislation enacted in 1971. Vocational-Technical-Adult Schools and Institutes

have experienced tremendous growth and change; County Teachers Colleges have decreased in numbers and enrollments.

The Division for Library Services published last year an *Academic Library Service Record, 1970;* a 1971 edition will be published by June 1972. Our figures show that there are 100 separate campuses or facilities where formal post-high school programs are being carried out, and which maintain libraries. (See chart below.)

Our figures show that total library operating costs (not including capital expenditures) for the 1971 academic year amounted to $15,423,158 (see chart below). These operating costs represent the amounts spent for salaries, books and other print materials, audiovisual and other nonprint materials, and other operating expenditures.

In response to the need for fuller use and more accessibility to the growing variety of library resources and materials, the Council of Wisconsin Librarians (COWL) was formed in 1970. This group of college, university, and Vocational-Technical-Adult library representatives has held regular meetings to determine methods and procedures for most effective use of library resources. A proposal has been submitted by COWL for an Academic Interlibrary Loan Network. Academic librarians have participated effectively in Wisconsin's two area intertype library organizations: the Madison Area Library Council, Inc. (MALC), and the Northeast Wisconsin Intertype Libraries, Inc. (NEWIL).

A continuing effort will be necessary to collect and disseminate information on this changing, complex pattern of library and information center development. Academic libraries now play an important part, and will increasingly so, in the formation of an efficient and responsive Wisconsin Library and Information Network.

Library Operating Expenditures, 1971

Publicly supported post-high school education programs:

University of Wisconsin System		$11,936,169
Main Campuses	13	
Branch campuses (2 year)	16	
University Extension	1	
Vocational-Technical-Adult Education		
Institutes and Schools	17	696,262
County Teachers' Colleges	4	13,764
Total	51	$12,646,195

Privately supported post-high school education programs:

Liberal Arts Colleges (4 year)	22	$2,311,865
Junior Colleges (2 year)	4	44,204
Schools of Nursing (1970 figures)	15	81,613
Technical and Professional Schools	5	331,784
Theological Seminaries	5	89,110
Total	51	$2,858,576

Total Academic Library Operating Expenditures, 1971: $15,504,771

Appreciation is expressed to Dr. Frank Schick and Dr. Stanley V. Smith of the Library Surveys Branch, National Center for Educational Statistics, Office of Education, Department of Health, Education, and Welfare.

d. Special Libraries in Wisconsin

The *Wisconsin Special Library Service Record, 1970,* lists 251 special libraries in the state of Wisconsin. Of these 150 are located in two counties: 78 in Milwaukee County, and 72 in Dane County. Other concentrations are: Racine County – 14; Kenosha County – 12; Rock County – 8; Waukesha County – 8; Winnebago County – 6; Brown County – 5. The Southeast Wisconsin Regional Planning District (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties) includes a total of 121 special libraries.

The Wisconsin Chapter of the Special Libraries Association represents an increasing number of these libraries and information centers. Ten special libraries are members of the Madison Area Library Council, Inc. It is evident that special libraries are assuming an increasingly important role in the total spectrum of library service in Wisconsin. The extent of specialized resources, services, skills, and experience is becoming clear as information about them becomes more available. The forthcoming *Special Library Service Record, 1971,* (to be published in June 1972) will provide a current listing with selected statistical and directory information.

e. Library Education and Training

Wisconsin has had a fine tradition in the provision of educational and training opportunities for librarians. Library education and training has been a statutory responsibility of the state library agency since 1895.

In terms of its population, Wisconsin offers more formal library education than the nationwide median. It has three fully operating graduate library programs. In addition, there are nine undergraduate programs in existence, and a two-year library technical assistant program at Kenosha Technical Institute.

Informal and continuing education for library personnel also has been well supported in the state. The state library agency, University Extension, and the library schools, together or separately, have sponsored institutes, conferences, and directed study courses. LSA and LSCA funds have been regularly assigned to expanding education and training opportunities.

Nevertheless, contining efforts must be made to make educational opportunities more available, and more meaningful in terms of effecting necessary changes in all types of libraries. Wisconsin's unique program of using its Educational Telephone Network for librarian education must continue, and appropriate use must be made of the increased availability of educational television and cable television in Wisconsin.

Wisconsin's Library Careers Program must be put on a sound and continuing basis, in order that we can recruit the most able people, guide them into the most appropriate library education programs, and place them in library positions where they can find self-satisfaction and make maximum contributions to library service.

Since no working group specifically covered the area of library education and training, this plan contains no definite and measurable objectives in that field. Its importance, however, is stressed in many of the recommendations, objectives, and unit goals in the chapters which follow. The state library agency, and the Wisconsin library education and library community will need to develop, for a later period in this long-range plan, a program of improvements in this area.

f. State Level Library Resources

In Wisconsin, as in many other states, responsibilities for various facets of state library services are scattered among a number of agencies. The list followed encompasses those agencies performing most of the distinctive library service functions needed on a statewide basis.

Reference and Loan Library. As the direct library services arm of the state library agency, it has primary responsibility in four areas: 1) Interloan and reference backup services for public libraries and public library systems; 2) library services to state executive agencies and state institutions; 3) interloan backup services for schools; 4) direct mail service as a public library to Wisconsin residents without legal access to a local public library.

State Historical Society of Wisconsin. The research and service agency for Wisconsin historical materials, including books, periodicals and newspapers, manuscripts, and archives. It is also Wisconsin's major research collection of federal and state documents, and publishes the checklist of current state documents.

State (Law) Library. Is the legal research library for the State Supreme Court and the State Department of Justice.

Legislative Reference Bureau. Maintains bill-drafting service, and collects and makes available reference information on public issues of concern to the Legislature. The emphasis is on current materials, including collections of clippings and relevant documents from other states and federal sources.

Milwaukee Public Library. Serves statewide in two capacities, as a contractual backup resource to the Reference and Loan Library, and as the state's Regional Library for the Blind and Physically Handicapped.

University of Wisconsin–Madison Libraries. Constitute the outstanding academic research collections in the state. The Memorial Library will shortly be established formally as the central interlibrary loan access office for academic libraries in Wisconsin; for many years it has borne a chief burden in the interloan area. It also serves as a backup public library resource to the Reference and Loan Library for Wisconsin adults. Other campus libraries, such as the State Medical Library and the Information Division of University/Industry Research play statewide roles in their specialized fields.

CHAPTER ONE

GENERAL PUBLIC LIBRARY DEVELOPMENT

Background

Origins of public library services in Wisconsin go back to the mid-nineteenth century. In several Wisconsin communities, "association" or "society" libraries were formed, for the benefit of the members, or to aid the "working class" in making good use of their lives.

Just a century ago, the Wisconsin Legislature passed a law enabling municipalities to establish tax-supported municipal libraries. Between 1872 and 1895, 20 to 30 municipalities took advantage of this authorization provision.

In 1895, the Wisconsin Free Library Commission was organized. Its primary missions in its first decades were: 1) To encourage as many Wisconsin communities as possible to establish public libraries; and 2) to encourage the use of "traveling libraries" in small communities and lumber camps that were too small and isolated to establish regular municipal libraries. The "traveling library" concept was basically that of deposit stations for rotating collections of books.

With the encouragement of the Wisconsin Free Library Commission, and the incentive of Carnegie Corporation library construction grants, the first quarter of the twentieth century saw the number of public libraries in Wisconsin pass the 200 mark.

The nationwide publicity in the 1920's and 1930's for establishing county libraries had only marginal effect in Wisconsin. Belatedly, in the 1940's and early 1950's, the Wisconsin library community realized the necessity of organizing public library services on a broader base, and of getting state financial support for the effort. Between 1941 and 1953, eight bills authorizing state aids to public libraries were introduced. The only success was with a 1949 bill to demonstrate the effectiveness of areawide library services, resulting in the Door-Kewaunee Regional Library Demonstration. This era also saw the development and publication of *The Wisconsin-Wide Library Idea,* by the Joint Extension Committee (representing the Wisconsin Free Library Commission and the Wisconsin Library Association), an eloquent plea for the educational and social values of public library services, and of the need to make such services available statewide.

In the years 1956 to 1965, Wisconsin public library service was re-energized by two developments. The passage of the federal Library Services Act,and the dynamic leadership of the last Secretary of the Wisconsin Free Library Commission, S. Janice Kee, provided the spurs. Public library standards were restudied, and the state plan required by LSA was developed. New concepts, and in particular the necessity for developing public library systems, were described, and communicated to all corners of the state.

Since 1965

In the early 1960's, several influences converged to put planning for public library development in Wisconsin into high gear. The renewal of LSA in 1961, its broadening into the Library Services and Construction Act upon its extension in 1964, and the higher level of federal financial support certainly contributed. In the development of *A Design for Public Library Development in Wisconsin: Standards for Measuring Progress* (1963), and in the Guy Garrison report of 1964, *A Statewide Reference Network for Wisconsin,* the Wisconsin library community and many governmental leaders and citizens began to see wider horizons of public library services.

Beginning in 1964, and culminating in December 1971, Wisconsin library law received constant study, and continual efforts by the Wisconsin library community resulted in legislative implementation. First, in 1965, the state library agency became a division of the Wisconsin Department of Public Instruction. Included in the new law was the granting to the state library agency of broader powers and greater leadership potential. The development of school library/media programs was assigned to the new Division for Library Services, and its responsibility for the coordination of all library services was somewhat strengthened.

After six years of total cooperative effort on the part of the Wisconsin library community, a new Wisconsin library law was enacted in December 1971. In addition to modernizing and clarifying all the existing library laws, it provided specific legal authority and criteria for public library systems, and a formula for their support with State funds.

Current Situation

In 1972, there are 330 public libraries operating in Wisconsin. The tables following, based on the 1970 *Public Library Service Record,* indicate some of the salient statistical facts concerning public library services in Wisconsin.

WISCONSIN PUBLIC LIBRARIES – 1960 and 1970

Population Served

Year	Population of Wisconsin	Total Population Served by Libraries	Percent Population Served	Population Not Served by Libraries	Percent Population Not Served	Population Served by Library Systems	Population Served by Nonsystem Libraries
1960	3,952,765	3,228,363	82%	724,402	18%	1,593,071	1,635,292
1970	4,417,933	4,076,745	92%	341,188	8%	3,213,116	863,629

Library Services

			Circulation			
Year	Population	Volumes held	Book	Nonbook	Total	Number of Items Lent to other Libraries
1960	3,952,765	6,044,014	20,262,017	incld. in bk.	20,262,017	no data
1970	4,417,933	9,107,279	22,828,233	1,495,313	24,323,546	163,337

Libraries and Systems

Year	Number of Libraries	Number of Libraries in Systems	Percent in Systems	Number of Libraries Not in Systems	Percent Not in Systems
1960	310	55	18%	255	82%
1970	330	207	63%	123	37%

WISCONSIN PUBLIC LIBRARIES 1970

Income 1970

Total Income	Appropriation	Percent of Total	Grants	Percent of total	Contract Fees	Percent of Total
$17,466,051	$15,992,442	92%	$376,689	2%	$567,909	3%

Endowments and Gifts	Percent of total	Other Sources	Percent of total
$268,815	2%	$262,271	1%

Expenditures 1970

Total Expenditures
$16,563,431

Salaries*	Percent of total	Library Materials	Percent of total	Contract Services	Percent of total	Total Other Expenditures	Percent of total
$10,935,966	66%	$2,697,203	16%	$496,448	3%	$2,433,814	15%

WISCONSIN PUBLIC LIBRARIES – 1960 and 1970

Income

Year	Population	Library Operating Income	Library Capital Outlay	Total Library Income**
1960	3,952,765	$ 7,217,676	$ 467,998	$ 7,685,674
1970	4,417,933	$17,466,051	$1,680,954	19,147,005

*In 1970 there were 290 full-time public librarians in Wisconsin with a five-year degree in library science. This number represents about 15% of the total number of library employees in the state which for 1970 was 1927 in full-time equivalents. 21% or 70 libraries out of 330 have one or more full-time librarians with a fifth-year degree. $2,979,451 was spent in 1970 for the salaries of librarians with a fifth-year degree, which is 27% of the total spent in the state for salaries.

** Without regard for inflationary factors, library income increased 149% during the 1960-1970 period. If the buying power of the 1970 dollar is adjusted to equal the 1960 dollar in terms of the 24% inflationary factor for this period, then library income for 1970 more properly equals $14,551,724, or a library income increase of 89%.

It should be noted that the references in the tables to "public library systems" refers to cooperative public library service programs, in most cases begun with the stimulation of LSCA funds in the 1957-1970 period. The 1971 Wisconsin Public Library Law restricts the term "public library system" to systems certified by the state library agency as eligible for state aids. This is not to denigrate the usefulness of the participation of 207 public libraries in these cooperative public library programs.

It is nevertheless true that many existing county or multicounty public library service programs in Wisconsin have an inadequate population base and/or inadequate financial support. Consequently, most fall well below recognized standards in materials, personnel and services.

Currently, collections of library materials suffer from serious inadequacies in most public libraries in Wisconsin, not only with respect to size but in nature and quality as well. Although many potential library system headquarters libraries have received federal funds to strengthen their collections, few of them are acquiring current materials at a sufficient rate to meet the needs of their actual and potential clientele. There is evidence that few public libraries have sufficient breadth in their collections.

The availability of audiovisual materials, of paperback collections, of specialized information services is below the needed levels.

Neither is the staffing of Wisconsin public libraries adequate to meet current requirements. Most of the 275-300 librarians with Grade I certificates serve in the largest 85 public libraries in the state. Although in many cases their services are partially available to an areawide population or to assist the staffs of smaller libraries, many regions of the state have access to no or very few professional librarians.

Library staff requiring lesser educational requirements have been well served by the extension of training and educational opportunities through directed-study courses, institutes, and Educational Telephone Network courses. Nevertheless, the lack of adequate library system staff has put a ceiling on attempts to upgrade personnel qualifications.

Particularly lacking are staff with the specialized leadership skills needed to lift Wisconsin public library services to a new plateau: Management experts, social action innovators, subject and audiovisual specialists, System consultants are needed, so that the better levels of service existing in the largest libraries can be made available over larger areas.

The most meaningful assessment of public libraries in Wisconsin must be in terms of services. We know that over 275,000 Wisconsin residents have no legal access to local public library service. We know that another 500,000 are served by seriously inadequate small libraries, in which the range and depth of the services is minimal indeed. It has been agreed that the 3.7 million with better public library services provided through the larger cities or the better-equipped county or multicounty service programs do not receive service even to the levels established in the 1963 state standards, *A Design for Public Library Development in Wisconsin: Standards for Measuring Progress.*

Recommendations

Although limited planning time and data deficiencies precluded preparation of comprehensive unit goals for public library services, the following premise and the recommendations which follow it are indicative of both plans and action steps which must be carried forward in the five-year period covered in this program.

Premise: A broad range of library materials and services shall be increasingly available to all Wisconsin citizens through the development of library systems connected in a network which will include all kinds of libraries.

1. Up-to-date standards for quality public library service through systems shall be developed, which will replace the 1963 standards.
2. All public library systems shall be engaged in systematic planning programs, which will enable them to move toward the new standards in personnel, materials, and service programs.
3. A statewide library network shall be developed, based on the cooperation of public library systems and other types of libraries.
4. The Wisconsin Library Interstate Compact Law will be implemented to enable residents of Wisconsin and adjacent states to have legal access to the most easily accessible public library.
5. All Wisconsin residents shall have access to any Wisconsin public library using commonly recognized identification to procure immediate library services.
6. Easy, round-the-clock accessibility to information and materials should be provided by the use of modern delivery systems and communications devices.

7. Public library systems will provide a basic means for continuing education for all residents.

Unit Goal

To assure all residents of the state easy access to public library services meeting at least minimum state standards.

Performance Indicators

1. Number of people in the state without legal access to public library service.
2. Number of people in the state with access to public libraries not affiliated with cooperative library service programs nor public library systems.
3. Number of people in the state with access to cooperative library service, e.g. county library service, as distinguished from public library system.
4. Number of people in the state with access to public library systems meeting the provisional Wisconsin Administrative Code rules.
5. Number of people in the state with access to public library systems meeting the standards established by the Division for Library Services.

Unit Objective I

Increase the number of people who have access to public library systems meeting provisional Administrative Code rules from the 1,600,000 expected to meet this standard by January 1, 1974, to 3,900,000 by June 1976.

(1) Performance Indicator	(2) Unit of Measure	(3) Performance 1-1-74	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Number of state residents with access to public library systems meeting provisional rules	Population included in approved system boundaries	1,600,000	2,400,000	3,200,000	4,500,000	3,900,000

Strategy for Achieving Objective

Although provisional certification has been granted to four public library systems, final action has not been completed on provisional standards. Much more information and consultant assistance will be necessary to enable the 21 counties to be in these four systems to complete their planning and comply with standards. In addition, more complete information and planning assistance must be offered to all of the remaining 51 counties which may establish county library planning committees.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Preparation of information material on system formation for: County library planning committees, government officials, library boards and librarians, general public.	June 1973
2. Distribution of information materials	From June 1973 to June 1976
3. Supply consultant assistance to all county library planning committees	From January 1972 to June 1976

CHAPTER TWO

PUBLIC LIBRARY FACILITIES

Historical Background

In 1872 Wisconsin's first public library law was passed, giving local municipalities authority to operate public libraries. Many of them started as subscription libraries, supported by members' dues, or lyceum libraries financed by lecture courses. Some of these libraries ceased operating with the decline in the lyceum movement, but others survived, maintained by private library associations which made them free to the public. Later they were turned over for the city or village to support and govern.

At first, most of the public libraries were housed in offices, stores, or municipal buildings. In 1900, only five or six cities in Wisconsin had separate buildings for their libraries. But as the need for more space became apparent, local supporters urged for new buildings. In some communities, a wealthy resident gave money, land or even a building for public library purposes. Other communities sought building funds from a national source. Sixty Wisconsin communities received financial assistance from the Carnegie Corporation to construct 63 public library buildings between the years 1901 and 1915. In 1967 a national survey reported that 55 of these Carnegie buildings were still used as libraries, with only eight having been enlarged. Most of the buildings built by local "philanthropists" are still being used for public library purposes, many without additions or extensive remodeling.

Since 1965

Presently there are no state-funded programs to assist local public library construction in Wisconsin, nor has there been any in the past. The public library system legislation recently passed by the state legislature does not include financial assistance for construction.

The federal government did not provide public library construction funds until the Library Services Act was extended in 1964. The law was then named the Library Services and Construction Act (LSCA), and when it was extended in 1971,

construction assistance provisions were again included. In Wisconsin these grants are awarded only to public libraries which have been legally organized under Wisconsin Statutes, Chapter 43.25 and 43.35. All of the grant recipients were in a public library system or have agreed to participate when a system is organized in their area.

Presently, the Division for Library Services has a list of priorities for the granting of LSCA construction funds. These are as follows:

1. Building for libraries serving or included in a plan to serve as state-level library resources.

2. Building for libraries serving or included in a plan to serve as resource or administrative centers for those major areas designated in *A Design* (1963 public library standards).

3. Building for libraries serving or included in a plan to serve as centers for library systems within the major areas.

4. Building for other libraries or outlets that are in systems of library service.

5. Library branch buildings within a municipal library system operating under a single taxing authority.

LSCA grants for all but the first two priorities have provided up to 25 percent of construction costs. Depending upon the amount of funds available, the second priority provides up to 33 1/3 percent of the project costs, while the first priority is limited to 45 percent. The remainder of construction costs is met by local funds.

During the past seven fiscal years (1965-1971) distribution of funds has been as follows:

1. Central State Resources:
   a. Division for Library Services - $61,712
   b. Milwaukee Public Library - $451,845
2. System headquarters or potential headquarters for possible Multi-County Systems:
   a. LaCrosse - $300,000
   b. Fox Valley - $886,886
      Manitowoc - $118,750
      Oshkosh - $228,800
      Fond du Lac - $189,336
      Brown County - $350,000
   c. Wisconsin Valley - Wausau - $193,600
3. System headquarters of one county:
   a. Tri-Valley - Chippewa Falls (Chippewa County) - $107,950
   b. Capitol - (total) - $367,002
      Janesville (Rock County) - $142,002
      Beloit (Rock County) - $225,000
   c. Wisconsin Valley - (total) - $357,500
      Stevens Point (Portage County) - $100,500
      Merrill (Lincoln County) -$37,500
      Wisconsin Rapids (Wood County) - $220,000
   d. Southeast - (total) - $140,500
      Lake Geneva (Walworth County) - $15,500
      West Bend (Washington County) - $125,000
4. Communities participating in systems:
   a. Wisconsin Valley - (total) - $22,000
      Eagle River (Vilas County) - $1,500
      Thorp (Clark County) - $20,500

b. Capitol - (total) - $121,830
Plain (Sauk County) - $10,000
Waupun (Dodge County) - $59,250
Mayville (Dodge County) - $52,580

c: Fox Valley - (total) - $271,320
Sheboygan Falls (Sheboygan County) - $34,500
Two Rivers (Manitowoc County) - $34,320
Menasha (Winnebago County) - $137,500
Ripon (Fond du Lac County) - $65,000

d. Southeast - Waterford (Racine County) - $14,000

Enclosed are two tables consisting of information on new and improved public library facilities. The year 1965 is the base year, as this is when the Roberts Report was published *(Public Library Facilities,* part of the Wisconsin Development Series, issued by the Department of Resource Development and the Wisconsin Library Commission).

Table I lists those buildings which were granted funds from the Library Services and Construction Act. In all, 36 libraries have been built, enlarged or improved during the past seven years. Two more (Ripon and Brown County) have been allocated funds, but construction has just begun.

It should be noted that between 1965 and 1967, 12 communities received grants for improvement of quarters, but this kind of grant has since been discontinued. These libraries are in small communities, under 3000 population, except for Antigo. All belong to a "system" of more than one county, except for LaValle which is a part of a County (Sauk) System.

Table II lists the Type I, II, and III libraries* built or enlarged since 1965 without federal assistance. Of these 24 libraries, 12 were classified as Type III, nine as Type II, and one as Type I, and two are unclassified. These last two are Big Bend and New Berlin—in the case of the latter, the community did not have a library in 1965.

There is no comprehensive record of those communities which have started libraries since 1965, nor new facilities for branches, stations or other service points.

*Definitions of Type I, II, and III public libraries were established in *A Design for Public Library Development in Wisconsin: Standards for Measuring Progress* (1963), and were utilized in *Public Library Facilities* (1965). The definitions are as follows: Type I - The central library of a system, or a large library so situated geographically as to serve logically as the resource and administrative center for an area; Type II - A community library whose community normally encompasses a radius of approximately 20 miles, or a community library serving a densely populated urban section; Type III - A small community library, serving a small, well-defined area or group of people.

Current Situation

The most recent Wisconsin analysis of public library facilities is contained in *Public Library Facilities,* a publication in the Wisconsin Development Series. (The "Series" was a group of analyses by the then Wisconsin Department of Resource Development, of facility status for principal public services—hospitals, prisons, highways, libraries, etc. The study of public library facilities was made in conjunction with this Wisconsin state library agency.)

TABLE I
LSCA GRANT-ASSISTED CONSTRUCTION PROJECTS IN WISCONSIN

(Total space involved in project costs is shown in the left column; the right reflects adjustments for abandoned space.)

Public Library Location	Description	Total Project Space	Net Gain	Grant Amount	Total Cost	INCREASES IN Book Capacity	INCREASES IN Seating Capacity (No. of Reader Seats)	INCREASES IN Room Capacity (No. of Personnel)
Antigo	Qtrs. Improvement	1,080	-0-	$1,000	$2,830	13,876	12	30
Argyle	" "	586	-0-	1,000	1,994	600	10	30
Beloit	Remodel	42,800	8,900	225,000	800,000(est)	48,481	50	100
Blanchardville	Qtrs. Improvement	440	-0-	248	496	356	-0-	-0-
Chippewa Falls	New	18,025	10,580	107,950	472,950	13,000	16	-0-
Dodgeville	Qtrs. Improvement	1,234	-0-	1,000	2,000	6,382	-0-	-0-
Drummond	" "	844	-0-	212	423	500	-0-	-0-
Eagle River	Remodel	970	-0-	1,500	10,829	5,000	40	-0-
Elroy	Qtrs. Improvement	1,900	-0-	612	1,223	-0-	-0-	-0-
Fennimore Public	" "	3,456	-0-	1,000	2,000	8,224	-0-	-0-
Fennimore Service Center	" "	1,365	-0-	1,000	2,000	5,000	-0-	-0-
Fond du Lac	New	49,300	35,800	189,336	1,068,715	210,000	219	180
Gays Mills	Qtrs. Improvement	550	-0-	500	1,032	600	-0-	-0-
Green Bay	New	90,000	72,100	350,000	2,500,000(est)	273,392	120	200
Janesville	New	41,403	29,403	142,002	932,000	41,703	185	50
La Crosse	New	36,067	26,026	300,000	1,215,000	120,000	154	190
Lake Geneva	Remodel	2,952	2,952	15,500	73,081	5,500	50	-0-
La Valle	Qtrs. Improvement	400	-0	201	401	20,000	85	100
Manitowoc	New	32,000	12,500	118,75[illegible]	533,920	90,000	165	80
Mayville	New	7,600	7,100	52,58[illegible]	210,320	13,000	40	25
Menasha	New	28,000	15,000	137,500	623,836	60,000	174	100
Merrill	Remodel	7,000	7,000	37,500	192,231	27,000	24	-0-
Milwaukee	Remodel	56,000	47,000	451,845	1,398,890	156,000	105	700 (est)
Oshkosh	Remodel	57,165	40,671	228,800	781,749	259,040	155	125
Ripon	New	17,000	14,000	65,000	425,000	20,000	65	100
Sheboygan Falls	New	9,478	8,238	34,500	221,826	12,000	26	200
Shell Lake	Qtrs. Improvement	624	-0-	1,000	2,490	-0-	18	-0-
Stevens Point	New	16,700	9,900	100,500	546,154	65,000	49	69
Thorp	New	6,930	6,174	20,500	147,193	2,000	28	-0-
Two Rivers	Remodel	8,784	2,136	34,320	182,138	22,000	24	50
Washburn	Qtrs. Improvement	4,320	-0-	1,000	2,000	514	30	-0-
Waterford	New	2,392	2,312	14,000	56,000	6,000	40	-0-
Waupun	New	10,000	6,500	59,250	242,448	17,000	30	100
Wausau	Remodel	42,000	28,000	193,600	642,319	30,000	175	150
West Bend	New	34,583	30,000	125,000	640,817	20,000	85	100
Wisconsin Rapids	New	47,212	38,762	220,000	1,434,051	53,000	86	290
Total		681,160	461,054	$3,233,706	$15,370,356	1,625,168	2,260	2,969

TABLE II

PARTIAL LISTING OF NEW OR ENLARGED LIBRARY FACILITIES BUILT SINCE 1965 WITHOUT LSCA FUNDS

Name of Community (incl. County and Type)	Description and Year	Square Feet Total Space	Square Feet Gain	Cost
Big Bend (Waukesha)?	New–in Firehouse	990		
Cadott (Chippewa) III	Former Bank–1970		No increase	
Cassville (Grant) III	New–circular–1969			
Cedarburg (Ozaukee) II	New–1971		Old building 2,085	
Delafield (Waukesha) III	Former Church–1970	2,210(?)	1,105	$22,000
Elm Grove (Waukesha) III	New–1971	4,260	2,820	
Hartland (Waukesha) III	Relocated in Village Hall–1970		Old building 810	$13,000
Juneau (Dodge) III	Remodeled Church			
Lomira (Dodge) III	New–1971	2,000	1,525	$28,149
Menomonee Falls (Waukesha) II	New–Civic Center 1967	15,000	12,402	$260,000
Mequon-Thiensville (Ozaukee) II	New–1971			
Middleton (Dane) II	City Hall–1965	2,000	1,130	$38,262
Monona (Dane) II	New–1968	12,500	10,962	$335,500
Mount Horeb (Dane) III	Relocated (?)	1,470	980	Rented
New Berlin (Waukesha) ?	New–in Community Building 1969	3,500	3,500	$98,000
Oakfield (Fond du Lac) III	Remodeled–1969		Old 648	
Oregon (Dane) III	Remodeled–1970	2,800(?)	Old 1,200	$14,400
Richland Center (Richland) II	New–1969	12,000	10,200	$375,000
Shorewood (Milwaukee) II	New–1965	13,000(?)	Old 1,536	
South Milwaukee (Milwaukee) II	New–1967	23,540		$480,000
Sun Prairie (Dane) II	Relocated–1968		Old 2,500	$84,000
Verona (Dane) III	New–1969	3,360		Building only $51,079
Wauwatosa (Milwaukee) I	Addition and remodeling–1970		14,000	$490,000
Westby (Vernon) III	Remodeling–1969		Old 840	

Public Library Facilities was published in 1965, after a year of planning, surveying and analyzing. While facility development since 1965 has been spurred to some degree by LSCA Title II funding and some gains have been made against statewide facility deficiencies, the basic data and premises of the original study remain valid for this long-range plan. This report indicated there were approximately one and one-half million square feet of floor space in Wisconsin's public libraries. . Since then approximately 600,000 square feet have been added to replace or update obsolete buildings and to provide services to areas previously unserved.

While this construction has assisted many communities and areas to give better quality services, many areas still need improved facilities. In 1965, 75 percent of the large and medium size public library buildings were at least 50 years old. By early 1972, this percentage had been reduced to approximately 50 percent.

The factor of obsolescence is almost a mathematical constant across the state. No area of Wisconsin is without libraries which are seriously deficient in building services alone (electrical service ability, heating and ventilating efficiency, adequacy of plumbing, etc.). In addition, many are obsolete in design and function (long flights of stairs, small rooms, internal bearing walls, etc.).

Many public libraries have reported to the Division a deficient amount of space for books, readers, and staff, hampering their efforts to provide efficient basic services. As the services of the library change and grow, the facilities must be able to accommodate them easily. In addition, modern technology will continue to affect the public library, both in type and quality of services to the public, and in the administrative aspects of the library. It is imperative that public libraries have the capabilities to utilize technology effectively.

Wisconsin population movement toward major urban centers in the last two decades presents another public library problem of overall space inadequacy in the large and medium size facilities of these urban centers, against increasing population changes.

With the recent passage of Wisconsin's public library systems law, and its accompanying state aid to approved systems, the need for more space will be felt by many libraries. There are space requirements for system services such as centralized collections of more specialized materials resources, centralized purchasing and cataloging, and more efficient operations of bookmobiles and rotating collections.

Continuing attention must be given to assisting Wisconsin communities to plan for public library facilities that are attractive, easily accessible to their potential patrons through appropriate location and lack of barriers to the physically handicapped. Community needs will differ, and no packaged library design will fit all situations. Emphasis must be placed on continuous planning and evaluation in all communities.

In summary, public library space needs include:
1. replacement of obsolete buildings,
2. correction of current space deficiencies,
3. expansion needed to provide services to a growing population,
4. additional space factors for system services, both in major regional centers and sub-system centers, as well as in every participating library which provides many of Wisconsin residents with their day-to-day needs.

The total additional floor space needed in replacements and additions is about 840,000 square feet. The largest proportion of this is required in large and medium size libraries. An additional 570,000 square feet will be required to expand library facilities to keep pace with population growth over the next 15 years. Continued population movement toward large urban centers will necessitate that over half of this space be added to facilities in the 19 cities of the state with major library facilities.

A grand total of 1,600,000 additional square feet of floor space is required to meet estimated current and future needs. More than a third of this total is required in the southeast quadrant of the state; nearly one-fifth in the south central, and southwest section; and one-tenth in the northeast quadrant of Wisconsin.

Plan of Action

"Action" planning to meet the needs as described will include the following:

1. Development and maintenance of LSCA Title II information flow between local and system public libraries on the one hand, and the Division for Library Services on the other, for awareness of statewide needs regarding the amount and location of public library construction.

2. Use of the Division's consultant staff to lead local and system construction planning according to those policies established for Title I of the Library Services and Construction Act as it will be administered in Wisconsin.

3. Continuing to coordinate with the Bureau of Planning in the Wisconsin department of Administration. This will assure compliance with the federal directive Number A-95 regarding intergovernmental cooperation, clearinghouse operations and, in particular, with regional planning commissions.

Since construction grants from the Library Services and Construction Act permit only incentive funding, it is necessary for the Division to consider priorities when awarding grants. The priorities listed below will be applied in accordance with chapter 43 Wisconsin Statutes as affected by chapter 152 of the Wisconsin Laws of 1971, particularly those sections which relate to public library systems:

1. libraries serving or included in a plan to serve as state-level resources;
2. libraries serving or planning to serve as the headquarters library of a system established under Wisconsin Statutes 43.19;
3. libraries serving as centers for a county (or larger) subsystem within a multicounty system;
4. community libraries, outlets, and branches which are members of approved systems;
5. libraries which agree to participate in a system when one is established in their area.

(When construction grant applications include factors for services to disadvantaged or minority groups additional consideration will be made. This consideration will not be in terms of the listed priorities, however, but will be an evaluation of the application in terms of disadvantaged conditions statewide.)

Periodic Evaluation

Since adoption of the prior State Plan, federal directive Number A-95 has required examination by the state clearinghouse of proposals for public library construction for which Library Services and Construction Act Title II grant assistance is desired. In Wisconsin, this clearinghouse has been established in the Department of Administration's Bureau of Planning. The clearinghouse process for the purposes of this Plan constitutes an objective evaluation for each application submitted.

Before accepting a construction grant application, the Division will require each applicant to submit a written building program statement, for review and approval by its consultant staff. All library service factors will be analyzed for agreement with this "construction" portion of the State Plan as well as other pertinent Plan sections. For example, access to and usage by physically handicapped clientele will be studied by the Division's consultant staff.

For statewide, comprehensive evaluation, two present practices will be continued:

1. An annual survey of all public libraries in the state in order to determine the net state total of public library space and costs which are being planned.

2. The assembly and publication on a two-year cycle of a list of all library construction projects completed in the state since the last listing.

In addition the Division will continue its development of a public library facility inventory which eventually will constitute a complete picture of the state's public library space. This inventory will also, to the extent feasible, provide the historical space factors which will reveal statewide space gains or losses through the years.

The Division will also periodically evaluate the rate of gain against known needs, in order to determine if new need factors might exist and also to determine, if possible, how much LSCA assistance has accelerated facility development.

Appropriate Dissemination

The Division for Library Services will continue its present policy of periodically reporting in the *Wisconsin Library Bulletin* summaries of recent public library construction as well as those projects approved for financial assistance from Library Services and Construction Act Title II funds. Other statewide publications have also been used along with special brochures to disseminate information on the procedures and availability of Title II funds.

Aggrieved Applicants

Grant applications will be received and considered whenever submitted; applications will also be solicited, as might be found most salutary for purposes of this plan.

When an application for a public library facility construction grant is denied, opportunity for a hearing before the Division for Library Services will be provided in the following manner:

1. Written notice of the denial will be given to the applicant.
2. The notice will identify the application as being denied, and describe the circumstances and occasions for denial.
3. The notice will also include a statement that the applicant may appeal such decision upon proper notice for a hearing by the Division.
4. A written public record will be kept of the hearing.

Unit Goal

To assure that all public library service programs are housed in physical facilities appropriate to their materials, staff, clientele, and service needs, and sufficiently flexible and expandible to provide for changing requirements.

Performance Indicators

1. Number of square feet of additional floor space needed, including replacements and additions by 1976.
2. Percentage of public library buildings, without major remodeling, that are 50 or more years old.
3. Ratio of LSCA Title II grants made under three highest priorities.

Unit Objective I

Increase percentage of local public libraries which have prepared an adequate long-range facilities program from the present estimated 12 percent to 25 percent (5-year objective).

(1) Performance Indicator	(2) Unit of Measure	(3) Present Performance	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Percentage of local libraries with adequate written long-range facilities program	% of libraries with adequate written facilities programs to total number of public libraries	12%	12%	30%	40%	25%

Strategy for Achieving Objective

Despite an annual inventory of public library facilities needs conducted by the state library agency, it is evident from contacts with public library staffs and boards concerning LSCA Title II applications that few community libraries have analyzed their space needs or made citizens and officials aware of them. Although brochures and descriptive materials have been mailed to all public libraries, it is evident that a more concentrated and continual educational effort will need to be made.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Preparation of a model long-range community library facilities program brochure, with the assistance on a contractual basis of a nationally recognized consultant.	June 1973
2. Conduct eight or more regional meetings in the state, at which library directors, library board members and municipal officials will begin work on their own long-range facilities plan.	June 1974
3. Build expertise in physical facilities into public library systems staffs, through institute training designated staff members.	June 1975

Unit Objective II

Assure most effective utilization of LSCA Title II funds by increasing percentage of funds allocated under priorities 1, 2, and 3.

(1) Performance Indicator	(2) Unit of Measure	(3) Present Performance	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Ratio of LSCA Title II grants made under three highest priorities	Ratio of priority grants in current year to average of previous five years					

Strategy for Achieving Objective

The combination of uncertainty over future federal funding, and increased resistance to municipal bonding for physical facilities has increasingly meant that grants have gone to communities with lower priority rating. The need is evident that greater assistance must be given to communities and areas with high priority needs.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Identification by DLS staff, with review by Council on Library Development, of 15 potential projects with highest priority ratings.	June 1973
2. Providing assistance to these library boards and library directors involved in developing community commitment to the needed building project.	June 1974

CHAPTER THREE

PUBLIC LIBRARY SERVICES FOR THE DISADVANTAGED

Historical Background

Wisconsin public libraries from their beginnings have taken a responsibility for extending services to those characterized in 1970's terminology as "disadvantaged." It is a responsibility whose execution has been described only very partially. Nor has the execution of this responsibility been weighted against the heavier concentration of services to the "elitist" part of the population, that is, the more affluent and better educated.

Some of the early "society" public libraries had the avowed purpose of helping to educate working class youth, and to attract their parents to literary pursuits and away from "lower" recreational activities. The first municipal public libraries were seen as supplements to the restricted availability of formal education, at a time when formal education very generally ended with the eighth grade.

One of the specific early goals of the Wisconsin Free Library Commission was the extension of public library services to isolated rural areas and lumber camps, where the residents were certainly disadvantaged in an educational sense. In the period 1900-1930 Wisconsin public libraries were deeply involved in the "Americanization" of the flood of immigrants, offering instruction in English and the rudiments of American history, government and literature.

In the 1930's, Wisconsin public libraries met as best they could the needs of the thousands made unemployed or under employed by the Great Depression. Again, it is largely an unrecorded story, only hinted at by the rising curves of reading room occupancy and home circulation.

The decades of the 1940's and 1950's, in Wisconsin as elsewhere, constituted something of a hiatus so far as public library concern with the disadvantaged was

concerned. Americans, occupied with global warfare and the prosperity it fed, tended to ignore the problems of city and rural poor. An exception was the attention beginning to be paid to the plight of the American Negro. It was, however, precisely this period of hiatus when the first serious social studies of the public library, such as those emanating from the Graduate Library School of the University of Chicago, and from the *Public Library Inquiry*, fixed in most minds the image of the American public library as an elitist institution.

Since 1965

In Wisconsin, funds from the Library Services Act and the Library Services and Construction Act were used between 1957 and 1965 to initiate or develop areawide services in regions of the state characterized as disadvantaged. Substantial federal funding assisted multicounty library development in northwestern and west central Wisconsin.

Early in the 1960's, with the termination of reservation status for the Menominee Indians, the Wisconsin Free Libraryry Commission, along with dozens of other state agencies, assisted the new Menominee County in establishing necessaryy public, educational and cultural services. Using LSA-LSCA funds, a county library service was established, with supportive services from the adjacent Shawano City-County Library.

Since 1965, LSCA funds have been used to develop targeted disadvantaged programs in urban as well as rural areas.. Beginning in fiscal 1966, funds went to Milwaukee for a community librarian project, which in succeeding years brought relevant services to concentrated disadvantaged areas in the near north side (Black) and near south side (Spanish-speaking and Indian). Training and utilization of community aides, visits to homes, curbside van service, with film programs, book talks, and circulation of specially selected materials were among the techniques used.

Additional projects for the urban disadvantaged were initiated in Madison and Racine. In Madison, there are no large ghettos, and the disadvantaged population is found in small neighborhood clusters, in housing projects, or strung along a few blocks of a single street. Madison Public Library has experimented with a variety of approaches, with particular success in working through Neighborhood and Day Care Centers. In Racine, after a year, in which they used LSCA funds to strengthen their collection of appropriate materials to use with disadvantaged patrons, specific services were extended to Neighborhood Centers and a Spanish-speaking House. Those served were involved in the materials selected, and heavy emphasis was put on utilization of paperbacks.

In statistical terms, it is likely that more disadvantaged clients were reached through the support, since 1965, of county and multicounty public library service extension programs. Such extension programs, particularly in northwest, north central, and west central Wisconsin, brought public library services for the first time to thousands of the rural poor.

Library services reaching American Indians in Milwaukee and Menominee County have been mentioned. In addition, the Multicounty Library Service from the Vaughn Library, Ashland, served reservation and community Indians through their regular bookmobile service, supplemented by stationary community outlets staffed by volunteer Indian personnel. Library service programs reaching an Indian population have also been developed at Sand Lake, through the Barron County Library, and with the Oneida Nation through the Brown County Library.

Attempts have been made to provide summer library services for migrant workers and their families in Dodge, Door, and Manitowoc Counties. Hiring a bilingual library assistant has been a strong point in the Dodge County program in fiscal '72 and '73.

Current Situation

Needed details from the 1970 census were not yet available at the time this chapter was written. The figures which follow, then, may need to be adjusted when final census data are received.

Of Wisconsin's total 1970 population of 4,420,000, 3.6 percent, or approximately 161,000, were identified as nonwhite. Cities with more than 5 percent nonwhite population were Milwaukee (15.6 percent), Racine (11 percent), and Beloit (7.8 percent). The preliminary Negro population total was 128,244; American Indian population, 18,924. Staff experts in the Department of Industry, Labor, and Human Relations estimate Wisconsin's Spanish-speaking population at 40,000, most of them residents of the urban centers of Southeastern Wisconsin.

Identification of urban areas with a high concentration of disadvantaged persons, in terms of the Wisconsin situation, has much relevance for library programs only in the City of Milwaukee. There are certainly urban poor and disadvantaged in other urban areas, but not in the concentration making possible separate grants to census tracts or ward areas for library services.

The measurement of disadvantagement in rural areas, based on Wisconsin areas qualified under the Public Works and Economic Development Act of 1965, included in the last survey available 22 of Wisconsin's 72 counties, mostly concentrated in the north, central, and west central areas. Again it must be said in terms of public library services that this identification is not very relevant. Even wealthy agricultural counties have pockets of rural poor.

Principles in Providing Public Library Services for the Disadvantaged

1. Since public library services are basically services to individuals, we must reach the disadvantaged in all rural and urban areas.
2. Public libraries and public library systems must work with a variety of other social agencies, governmental and nongovernmental, if we are to plan effectively and meet the real needs of the disadvantaged and minority personnel in the programs they institute, if service programs are to be responsive to special needs and interests.
3. Public libraries and public library systems must plan with representatives of the disadvantaged, and must use disadvantaged and minority personnel in the programs they institute, if service programs are to be responsive to special needs and interests.
4. Particularly in attempting to serve the three major racial or ethnic groups–Black, Spanish-speaking, and American Indian–libraries must be more sensitive to cultural differences and more committed to provision of materials and services relevant to these distinctive cultural backgrounds.
5. Institutional change and institutional innovation must characterize public library outreach programs to the disadvantaged. New personnel with new points of view must be recruited; traditional bureaucratic lines and service patterns often must be modified or changed.
6. As a long-range goal, these changes and innovative characteristics must themselves be built into the regular service style of libraries. Librarians must be free to adapt general service policies to the patterns needed for particular groups of users. More library personnel must think of themselves as agents of change.

Illustrations of Current Programs for the Disadvantaged

Wisconsin in its planning has been concerned now and in past years with services to those segments of the population that are the subject of this chapter. From Fiscal '59 through Fiscal '70 well over 1.2 million dollars have been expended in areas that have a high percentage of disadvantaged persons. These programs have ranged from Milwaukee's Inner Core to the rural poor.

Out of current programs for Fiscal '71 and '72 that totaled approximately $300,000 overall, the following are cited as examples:

NAME OF LIBRARY	DESCRIPTION	FISCAL '71	FISCAL '72
Dodge County Library/ Beaver Dam	Bilingual library service taken to three migrant camps, operating in the county during the harvesting season.	$2,520	$3,200
Dane County Library/ Madison Public Library	Service to children, parents and personnel in 87 Day Care Centers operating in Madison and Dane County	$21,062	$11,199
Fond du Lac Public Library	Service to eight home/ institutions for the aged	$12,645	$12,750
Multi-County Library System, Ashland	Three components: increased materials and services to Indian reservations, Head Start and nursing homes	$18,000	$12,750
Verona Public Library	Special programs and materials for preschoolers and senior citens. City has picked up personnel costs.	$3,305	$1,165

Unit Goal

To continue the development of programs that will provide meaningful public library services to the urban and rural disadvantaged, and to racial minorities with special needs.

Performance Indicators

1. Adequacy of information on and location of Wisconsin residents with economic, cultural, and educational deprivation which creates need for special public library programs.
2. Number of staff members of Wisconsin public libraries and public library systems with special training in public library outreach programs.
3. Number of disadvantaged Wisconsin residents being served by special public library programs for the disadvantaged.
4. Extent to which representatives of the disadvantaged have been involved in planning and/or implementing outreach programs.
5. Extent to which print and nonprint materials on ethnic cultures are available in Wisconsin public libraries and public library systems.

Unit Objective I

Increase percentage of Wisconsin's disadvantaged persons reached by (or having easily available) relevant public library service programs from the presently estimated 18 percent to 30 percent (5-year objective).

(1) Performance Indicator	(2) Unit of Measure	(3) Present Performance	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Number of disadvantaged Wisconsin residents being served by special public library programs for the disadvantaged.	% of disadvantaged persons with easily available and relevant public library service programs	18%	15%	15%	40%	30%

Strategy for Achieving Objective

Recent experience has demonstrated that small LSCA grants for services to the disadvantaged can stimulate worthwhile programs. The new program of state aids for public library systems raises hopes that such programs can be continued with local and state funds. Library personnel must be given special training for outreach programs. Much more effort must be extended to selecting materials relevant to disadvantaged persons.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Require, by Administrative Rule, that public library systems develop programs to serve the disadvantaged.	June 1974
2. Through priority development, assure that a minimum of 20 percent of LSCA Title I funds go for disadvantaged services	June 1972 and continuing
3. Assist public library systems and larger public libraries to develop staff with special competencies in outreach programs.	June 1972 and continuing

CHAPTER FOUR

LIBRARY SERVICES FOR THE BLIND AND PHYSICALLY HANDICAPPED

Background

Wisconsin's structure of library services to handicapped persons combines a complex of federal, state and local activities. National free library service for the blind began in 1931. In 1961, state legislation enabled the establishment of a Wisconsin Regional Library for the Blind in the Milwaukee Public Library, under a contract administered by the Department of Public Welfare. Talking books and periodicals and braille materials became more numerous and more available. In 1966, LSCA Title IV-B provided funds to extend these services to all visually and physically handicapped persons unable to read conventional print. With these funds, Wisconsin began a major expansion of services to handicapped persons in 1968. In 1970, responsibility for the contract with the Milwaukee Public Library to administer the Wisconsin Regional Library was transferred to the state library agency.

A second major library resource is the Wisconsin School for the Visually Handicapped in Janesville, which serves not only its resident student population but also many eligible users throughout the state with school-related materials. The school is administered by the Division for Handicapped Children, Department of Public Instruction. Many other agencies now contributing to the total statewide program will be mentioned below.

Current Situation

The Division for Library Services estimates that over 20,000 persons in the state are eligible for specialized library services to the handicapped. The recommendations to follow are concerned mainly with service to this clientele. In addition, there are many handicapped individuals who, despite their disability, are able to read ordinary print and use conventional library services. The recommendations may, in various ways, apply to them also.

The Wisconsin Regional Library for the Blind and Physically Handicapped had 2700 active readers in 1968. At the end of March 1972, the number had grown to 5200. The 1971 annual report reveals that 192,000 items were circulated, compared to 145,000 in 1969. Its budget rose from $42,287 in 1965 to $116,227 for fiscal 1972. The Regional library receives Talking Books and machines, braille materials, tapes, and cassettes from the Library of Congress; the state contract provides funds for staff and operating costs. A total reader clientele of 6000 is anticipated by the end of 1972.

The Volunteer Services Center, Milwaukee Public Library, according to a September 1971, report, was serving 184 blind patrons, and six with dyslexia. Equipment owned included 44 braillers, 57 tape recorders, a $3500 tape duplicator, and a $7750 large-print electrostatic copier. The center operates entirely on donated services and funds.

The School for the Visually Handicapped receives at least one copy of each Talking and braille book, provided by the Regional Library from the materials sent by the Library of Congress. Eight Special Education Instructional Materials Centers have been established in recent years. Their purpose is to provide specialized materials and consultant services for special education classes in the state.

The Division of Vocational Rehabilitation provides information on potential eligible patrons to the Regional Library, and helps to inform these eligible readers of available services. Several public libraries have developed noteworthy service programs, usually in cooperation with the Regional Library. Numerous agencies, volunteers and volunteer groups have made valuable contributions.

Recommendations

1. The Council on Library Development should receive a report annually on the status of library services to handicapped persons and include its recommendations concerning this area of library service in its annual report to the State Superintendent of Public Instruction.

2. The Division for Library Services should establish the position of State Library Consultant to the Institutionalized and Handicapped, with authority to implement the following:

   a. submit to its Administrator an annual report on the status of library services to the handicapped in Wisconsin;

   b. ensure that each public library system provide adequately for services to the handicapped, and designate s professional staff member to be responsible for this area of service;

   c. study, with the library of Congress, DBPH, and the Regional Librarian, the need for subregional centers in the state;

   d. provide, in conjunction with the Regional Librarian, effective coordination, direction and advisory services for volunteer groups and individuals.

3. The Division for Handicapped Children, DPI, should continue its practice of naming a professional staff member to serve as a liaison between his division, the state library consultant, the School for the Visually Handicapped, the Regional Library, and the SEIMC's.

4. The Wisconsin Regional Library for the Blind and Physically Handicapped should:

   a. maintain its improving program of service, as described in recent annual reports;

b. seek to improve and extend services to the temporarily handicapped;
c. continue its function as the central storage and retrieval agency for materials, information and resources for service to the handicapped;
d. continue vigorously to acquire additional materials beyond those supplied by the Library of Congress.

5. The Wisconsin School for the Visually Handicapped should:
a. assist in revising Wisconsin Statutes 115.55, which describes the School's library functions in outmoded terms;
b. have its librarian meet quarterly with the Regional Librarian, the state library consultant and the DHC consultant in order that coordinated statewide development may proceed efficiently.

Unit Goal

Assure the provision of adequate and easily accessible library services to blind and physically handicapped Wisconsin residents.

Performance Indicators

1. Registered borrowers of the Regional Library as ratio to total eligible.
2. Percentage of users expressing marked dissatisfaction with present services.

Unit Objective I

Increase percentage of registered borrowers to eligible residents from 22 percent to 25 percent.

(1) Performance Indicator	(2) Unit of Measure	(3) Present Performance	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Registered borrowers Regional Library as % of total eligible population	% of users to eligible population	22%	19%	30%	40%	25%

Strategy for Achieving Objective

It was decided that chief reasons for the deficiency lay within the area of lack of enough public knowledge of the service. Therefore, corrective actions should involve publicity to general and specialized publics.

Actions	Time for Completion
1. Article in *Tips from CLIP* on how-to-do-it publicity for local libraries on service to handicapped	June 1973
2. Production by CLIP of human interest newspaper story on library service to handicapped	May 1973
3. Demonstration Brown County Library subregional service project with LSCA Title I funding	June 1973
4. Mention as planning step in County Library Planning Committee Handbook now being developed	July 1972
5. ETN program for public librarians on specialized library services	November 1972

CHAPTER FIVE

LIBRARY SERVICES IN STATE INSTITUTIONS

I. Background

To the Wisconsin library community at large, library services in state institutions was an unknown prior to 1968. Although some of the larger correctional institutions offered library services before that date, their librarians were isolated from one another, and from the planning process for library development.

The Division for Library Services Reference and Loan Library and its antecedent, the Traveling Library, had offered interloan services to correctional institutions, and reading courses for inmates. But institutions maintained by the Division of Mental Hygiene had barely begun to consider library needs.

The advent of Title IV-A of the Library Services and Construction Act in 1967 put the spotlight on library services in Wisconsin state institutions for the first time. Meager though the funding was, it provided several incentives. It caused the state library agency to assign consultant attention, though on less than a full-time basis, to work with developing state institution library services. It brought together librarians engaged in these institutions for inservice training, the sharing of experiences and the beginning of mutual planning. Most painfully, it caused state-level and institution-level administrators for the first time to pay some real attention to needs for library services.

The minimal funding under this title has meant and still means two important things: 1) frustration at having so little to work with; 2) a concerted effort to make every dollar count. As a result, personnel working withthese funds have had reason to lower their sights and expectations about what might be accomplished over the years and they have had good reason to question whether the high value attached to this area of service inin speeches and articles may be trusted. On the other hand, there is much evidence of dedicated service and commitment by institutional librarians, and much careful planning and hard work to see that those funds available are effectively utilized.

The implications of an era of rapid change have had a strong bearing on the work of the group. The current national ferment in the field of corrections, prisons and prison reform has raised many questions about the present and future status and role of correctional institutions. In the fields of mantal health and mental retardation, there is discussion of promoting community-based facilities. Generally, there is strong current reaction against the large, isolated (psychologically if not geographically), impersonal institution, and strong support for community-based facilities where patients or offenders will be closer to whatever resources of personal contact and familiarity of place and persons might be available to them.

Summary Statements:

1. Library services in general have improved in those institutions eligible for LSCA Title I funds;

2. The place and purposes of libraries, their services and librarians in the institutional setting have become better clarified and better understood;

3. An awareness and understanding by staff, administrators, and clientele has improved and become more widespread;

4. Status and prestige, as related to librarians and libraries, have been improved;

5. In some cases budget support has improved and fiscal processes are beginning to improve in respect to library operations;

6. Despite some improvements over the past years, institutional libraries in general are far from meeting professional standards;

7. Continued planning is vitally necessary.

Current Situation

A. Wisconsin State Institutions which are eligible for LSCA Title I funds:

Department of Health and Social Services

Division of Family Services:
- Wisconsin Child Center, Sparta

Division of Mental Hygiene:
- Children's Treatment Center, Madison
- Central Wisconsin Colony, Madison
- Northern Wisconsin Colony, Chippewa Falls
- Southern Wisconsin Colony, Union Grove
- Mendota State Hospital, Madison
- Central State Hospital, Waupun
- Winnebago State Hospital, Winnebago

Division of Corrections:
- Wisconsin Home for Women, Taycheedah
- Wisconsin Correctional Institution, Fox Lake
- Wisconsin State Prison, Waupun
- Wisconsin State Reformatory, Green Bay
- Wisconsin School for Girls, Oregon
- Wisconsin School for Boys, Wales
- Kettle Moraine Boys School, Plymouth
- Lincoln Boys School, Irma
- Correctional Institution for Youthful Offenders, Adams County (under construction)
- Wisconsin Correctional Camp System
  - Black River Camp, Neillsville
  - Camp Flambeau, Hawkins
  - Gordon Forestry Camp, Gordon
  - Camp McNaughton, Lake Tomahawk
  - Oregon State Camp, Oregon
  - Thompson State Camp, Deerfield
  - Union Grove State Camp, Union Grove
  - Walworth Correctional Center, Elkhorn
  - Winnebago State Camp, Winnebago
  - Milwaukee Correctional Facility (under construction)

Department of Public Instruction

Division for Handicapped Children:

Wisconsin School for the Deaf, Delavan
Wisconsin School for the Visually Handicapped, Janesville
Department of Veterans Affairs
Division of Veterans Homes:
Grand Army Home for Veterans, King

The library services programs in these state institutions range from a single small collection of recreational materials in one of the facilities, to a five-unit center with a staff of eight in another. It is highly desirable to have institutional library programs that acknowledge the multimedia information needs of both staff and residents: only three of the mental hygiene facilities have libraries that include these services; there are none in correctional institutions.

Institutional library service is a highly specialized segment of librarianship requiring a thorough understanding of handicapped individuals and/or the special field. In addition, the library must, in order to justify its existence, make a genuine contribution to the overall mission of the institution. It is the overall goal of the institutional libraries to develop balanced programs of value to the proper care and rehabilitation of the individuals they serve.

B. Recommendations

1. The State of Wisconsin should establish the position of State Library Consultant for the Institutionalized and the Handicapped in the Division for Library Services, Department of Public Instruction, at the earliest opportunity; the purposes of this position would be to:

a. Provide the division with the capability to carry out its statutory mandate under Section 43.05, generally: particularly, to see that adequate library services are provided to all residents of the state, that current, reliable statistics are collected, and that coordinated planning for statewide library development fully includes institutional libraries;

b. Ensure that the State Reference and Loan Library maintains, and if necessary improves, its capability for providing backup reference and loan services to institutional libraries;

c. Provide access to fully-qualified professional guidance and expertise in planning and implementing library projects and programs, and in employing library personnel;

d. Work toward adequacy of policy objectives for institutional libraries;

e. Work toward minimization of censorship and restrictions on the right to read and to be informed;

f. Conduct inservice training, workshops, and seminars;

g. Visit each institutional library on a regular basis to ensure compliance with applicable state and federal regulations;

h. Serve as Consultant for the Handicapped, as detailed in Chapter IV.

Two additional recommendations are submitted below, which relate to libraries in Division of Corrections institutions and in Division of Mental Hygiene facilities. If these libraries are to be brought up to current standards of adequacy within the next few years, such recommendations as these will need to be implemented.

2. A Library Coordinator should be appointed in the Division of Corrections for a period of at least three years.

Comment: The division operates 19 separate institutions, as indicated above. Ten of these are units of the Wisconsin Correctional Camp System; nine are larger

institutions with more comprehensive programs. Three of the latter are utilizing personnel with little or no previous library training or experience; librarians for three others are currently acquiring academic credits and on-the-job training. With appropriate supervision and direction, these personnel can do very satisfactory work, and the respective libraries can be developed toward higher levels of adequacy. The duties of such a coordinator would be similar in most respects to those of the consultant outlined in Recommendation 1.

3. A Library Coordinator, funded by LSCA, should be appointed to Division of Mental Hygiene (3- to 5-year period).

The Department of Mental Hygiene has included a Library Consultant position in the 1973-1975 budget. There are no funds, however, to support this position until the next budget takes effect. In order to initiate the program, it is recommended that an LSCA appropriation be used to pay the salary of a Coordinator (Civil Service Classification, Librarian IV, $972.00). The program would be a demonstration project with a predictable termination date. The duties of the coordinator would be:

–Develop overall philosophy, standards and model program of service for program and for each facility.
–Develop cooperative programs among and between facilities by geographical location, resources, services and/or all three.
–Establish a network of services among institutions.
–Plan for participation of institutional centers in information networks in state, region, nation.
–Plan demonstration projects.
–Identify and write grant applications involving cooperative projects among libraries.
–Develop overall plan and philosophy for integrated multimedia materials and services. Plan techniques for specialization, coordination and sharing.
–Work with Bureau of Personnel to develop appropriate Civil Service Tests and job descriptions for institutional library work.
–Represent residential facility libraries and community service interests with state, local and regional agencies that are concerned with the development of information services.
–Develop a program of alerting library professional and semiprofessional personnel to new pertinent developments in their field.
–Initiate and carry out special projects such as automated identification, recording and retrieval of holdings in all institutions, centralized processing and ordering.

Summary

With one or both of the recommended Library Coordinators appointed, and with steps taken to establish the position of State Library Consultant for the Institutionalized and the Handicapped, the Division for Library Services would be in a position to work with individual institutions and related State agencies to assure:

a. employment of the best available personnel to serve as librarians, and on library staffs;
b. work toward effective budgeting and fiscal procedures;
c. work toward and maintenance of adequate services as described above.

Unit Goal

Assure the provision of adequate and easily accessible library services to the inmates/residents/students in state correctional and mental institutions and specialized facilities.

Performance Indicators

1. Recognition, by state departments responsible for library services in state institutions, of their needs through inclusion in planning and budgeting process, and in coordinating leadership for library services.
2. Extent of leadership by state library agency as shown by planning, evaluating, providing consultant and inservice training services.
3. Extent to which individual state institution libraries have adopted policies and standards which meet the needs of their primary clientele.
4. Adequacy of the library personnel in each institution in terms of training and personal characteristics to meet the institution clientele's particular needs.

Unit Objective I

Provision of library personnel in each institution with adequate training, and personal characteristics to meet the institution clientele's particular needs.

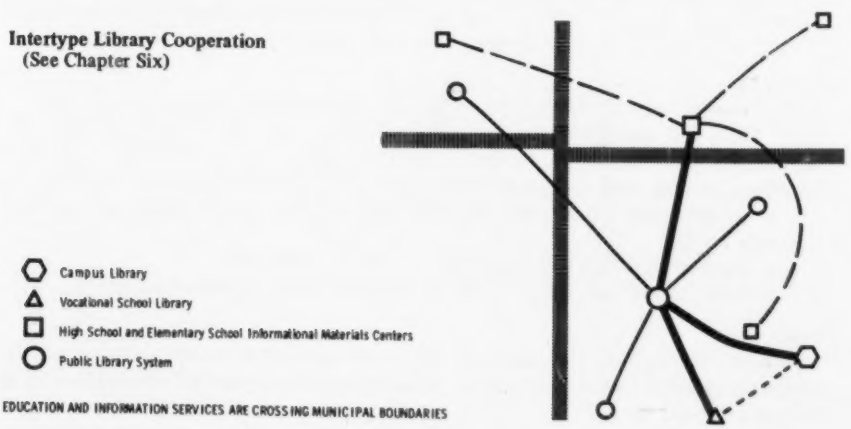
(1) Performance Indicator	(2) Unit of Measure	(3) Present Performance	(4) Worst Acceptable	(5) Expected Normal	(6) Best Expected	(7) Objective
Adequacy of library personnel in each institution						

Short-Range Objective (By June 1973)

To create, with the involvement of representative staff from the institutions, adequate instruments to measure the performance indicators.

It is not expected that instruments can be devised that will be equally applicable to all of the eligible institutions. Therefore, after initial meetings to establish general guidelines and characteristics of the evaluation instruments, it would be expected that different types of institutions would develop instruments tailored to their own particular needs. In developing the evaluation instruments, attention would be given to available national standards and comparison with exemplary state institutional library service programs in other states.

Intertype Library Cooperation
(See Chapter Six)


Campus Library
Vocational School Library
High School and Elementary School Informational Materials Centers
Public Library System
EDUCATION AND INFORMATION SERVICES ARE CROSSING MUNICIPAL BOUNDARIES

CHAPTER SIX

INTERTYPE LIBRARY COOPERATION

Background

Wisconsin's pioneer library leaders, in the period from about 1890 into the 1920's, were men and women of broad vision, who foresaw some of the interconnections among libraries and information resources which would be needed to enable them to make their maximum contributions to Wisconsin life. The Wisconsin Free Library Commission and its executive officers, and the legislative leaders with whom they worked, were interested in rural library service, municipal libraries, academic libraries, school libraries, legislative reference services, government documents, and library education.

During the period from the 1920's until the late 1950's and early 1960's much of this early impetus for intertype library cooperation was lost. Although the Free Library Commission retained Legislative Reference Services through this period, its dominant interest was the extension of public library services. School and academic libraries, particularly after World War II, were kept so busy responding to the demands of sudden growth that little attention could be given to planning for interlibrary cooperation.

The Wisconsin Library Association in this period was largely as association of and for public librarians. Most school librarians did not belong, and academic librarians were a small minority. The Wisconsin Chapter of the Special Libraries Association largely represented business and industry libraries in the Milwaukee area. School and public library relationships varied from community cooperation to isolation and misunderstanding.

Current Situation

From 1965 to the present, several factors have enhanced intertype library cooperation in Wisconsin. Perhaps the most important would be broadened leadership responsibilities for the state library agency, a state library association which better represents all types of libraries, and the stimulus provided by LSCA Title III funds.

In 1965, the Free Library Commission was merged into the Department of Public Instruction as a Division for Library Services. Thereby, it was given direct responsibility for school library development as well as public library development. In addition, it was advised by a statutory Council on Library Development with members broadly representative of the total Wisconsin library community. Late in 1971, a totally revised Wisconsin library law again strengthened the environment for intertype library cooperation.

Particularly relevant are the duties assigned to the Division for Library Services by the 1971 law:

"43.05 GENERAL DUTIES OF DIVISION.

"The division shall:

"(1) Maintain a library to serve individuals and to supplement the collections of public libraries, public library systems, regional resource centers and other types of

libraries with specialized information and library resources not appropriately held locally, so that people of this state shall have access to the full range of reference and educational materials, and provide library lending services to state government.

"(2) Coordinate state-wide library planning and related research and conduct in-service training and programs of recruiting of librarians for public libraries, school libraries and public library systems.

"(3) Facilitate interlibrary loans and other forms of interlibrary cooperation among all libraries in this state, including, without limitation because of enumeration, public, school, academic and special libraries, public library systems, regional resource centers and state-level library and information centers.

"(4) Provide professional and technical advisory and informational services to public and school libraries, public library systems and regional resource centers and to their governing bodies, and extend consulting services to state agencies and officers for the purpose of improving specialized libraries, to communities desiring to establish libraries and to school districts desiring to establish libraries.

"(5) Contract for service with libraries to serve as resources of specialized library materials not available within public library systems or the reference and loan library of the division.

"(6) Collect library statistics, make studies and surveys of library needs throughout the state and publish the findings.

"(7) Ascertain which libraries in this state can suitably care for and advantageously use copies of the public documents printed at the expense of this state, including printing under ss. 35.28 and 35.29. The division shall designate such libraries as depositories of state documents and shall furnish lists of such depositories to the department of administration, to govern the distribution under s. 35.85 (2) (b). All libraries designated as depositories for federal documents shall automatically be designated as depositories for state documents. Such lists shall show, for each depository library, the number of copies of each printed state document it is to receive.

"(8) Develop and make available desirable standards for public and school libraries."

In addition, the new law, in its provisions regarding public library systems, required planning and activities in the area of intertype library cooperation.

Great growth in the number of school librarians and academic librarians in Wisconsin in recent years demanded a readjustment of the organization and activities of the Wisconsin Library Association. Type-of-library divisions were given greater autonomy, and committee activities re-established some sense of community among all librarians. Despite many continuing problems, the state library association is broadly inclusive of all types of libraries.

The influence of Title III, the Interlibrary Cooperation title of the Library Services and Construction Act, has been disappointing in Wisconsin primarily because of the niggardly level of funding in each of the years since 1966. Not until fiscal year 1972 did Wisconsin's allocation even reach the $50,000 mark. It is also true that, even in intent, it has been limited to the sharing of resources, and has not made possible all desirable library cooperative activities.

Despite this, LSCA Title III has had a positive influence in a number of ways. It required the development of criteria and priorities for the sharing of resources. It involved the Council on Library Development in deeper consideration of library resources sharing. It provided a broad plan for a Wisconsin Library and Information

Network, using computer and communications technology. Several regional cooperative efforts were begun, and a comprehensive library statistics program initiated. A cooperative library information program was developed and sustained.

Two notable area intertype library organizations have been established—the Madison Area Library Council, Inc. and the Northeast Wisconsin Intertype Libraries, Inc. They have developed directories, sponsored inservice training programs, and begun greater sharing of materials.

Recommendations

1. Wisconsin's current priority scale for Title III projects should remain unchanged through the five-year period. Highest priority should be given to statewide projects, second priority to regional or metropolitan projects, lowest priority to local or community projects.
2. Great attention should be given to systematic and interconnected planning for intertype library programs, using as effectively as possible such agencies as the Council on Library Development, the Library Development and Legislation Committee of the Wisconsin Library Association, and the Council of Wisconsin Librarians.
3. All agencies and all types of libraries should lend support to the initiation of an Academic Library Interloan Service, based on the Memorial Library of the University of Wisconsin–Madison, and modeled on the MINITEX program in Minnesota.
4. Renewed support should be engendered for a Legislative appropriation for planning funds for the Wisconsin Library and Information Network, such funds to be available in the 1973-75 biennium.
5. Each public library system receiving state certification and aids should be asked to plan with and develop resource sharing among all types of libraries in the system area. Such programs should include, in addition to reference and interloan services, joint training activities, shared bibliographic or cataloging services, and support of state-level interlibrary cooperation activities.
6. Formal courses, workshops, and institutes should be developed which bring together librarians from all types of Wisconsin libraries, in order to enhance understanding and develop skills and attitudes conducive to intertype library cooperation.

Unit Goal

To assure the most effective use of the resources of all Wisconsin libraries and information services through cooperative arrangements.

Performance Indicators

1. Degree of access of all libraries in the state to appropriate and effective interloan services through a statewide network.
2. Extent of cooperative planning and practices within regions of the state, as measured by committee and council activities, and interloan, bibliographic and communication services. (Diagram on page 358)
3. Regular provision of courses and workshops involving representatives of all types of libraries.

Unit Objective

Establishment of viable academic library interloan service office, with interface with other statewide interloan services capable of supplying requested materials within a four-day turn-around time for 85 percent of the requests.

CHAPTER SEVEN

STRENGTHENING METROPOLITAN PUBLIC LIBRARIES
STRENGTHENING THE STATE LIBRARY ADMINISTRATIVE AGENCY

The Wisconsin Division for Library Services and the Wisconsin State advisory council on libraries affirm that, in accordance with the Declaration of Policy in the Act, the first principle to be observed is that the criteria and priorities for carrying out the programs of the Act must be that they are to be coordinated with State and local programs of library services, and not operated under separate and possibly conflicting objectives. Two of the specific uses of federal funds authorized by Title I of the Act have not received detailed treatment in the preceding chapters.

A. Strengthening metropolitan public libraries which serve as national or regional resource centers.

No more detailed definition of what constitutes such a metropolitan public library is given in federal regulations, nor are federal funds separately allocated for this purpose.

In the context of present and immediately prospective funding levels for Title I of the Act, it seems reasonable to limit the definition of metropolitan public libraries to those libraries whose personnel, materials and services constitute a resource of distinctive regional value. In Wisconsin's case, that region includes the North Central States of Minnesota, Iowa, Wisconsin, Illinois, Michigan, Indiana, and Ohio. By this definition, only the Milwaukee Public Library is presently considered a metropolitan public library for the purposes of the Act. If funding levels are considerably improved for Title I, consideration will be given to broadening this definition to including other larger public libraries serving concentrated populations of more than 100,000.

Criteria for strengthening the metropolitan public library emphasize enabling it to maintain its present specialized materials and services, for the benefit of all residents of the state; to allow it to strengthen its specialized resources; and to enable it better to reach special groups within its population with appropriate library services.

B. Strengthening the capacity of the State library administrative agency for meeting the needs of the people of the state.

The Wisconsin Division for Library Services has used, and will continue to use, LSCA funds at the state level to: Carry out its responsibilities for planning, managing, and evaluating library programs; provide directly or through contract specialized materials and services not otherwise available; develop its leadership and research capabilities.

It has been constrained in this use by the needs of localities and areas in the state for direct grants, and by its philosophy that it is a State responsibility to provide support of its State library administrative agency that will enable it to carry out its basic responsibilities without reliance on federal funds. In Wisconsin, as in most states, this philosophy has been bent to the extent that the Wisconsin library agency has not always received adequate levels of State support.

In terms of a new five-year program, it seems appropriate that funds retained to strengthen the State library administrative agency be focused upon its leadership capability. Its ability to plan and evaluate programs, and to work with localities and areas in a partnership concept of library development, should be emphasized.

CHAPTER EIGHT

CRITERIA AND PRIORITIES
LIBRARY SERVICES AND CONSTRUCTION ACT

Policies, Procedures, and Criteria for the Administration of LSCA

1. Policies and procedures for the periodic evaluation of the effectiveness of programs and projects.

Management by Objectives will be used as a technique to set program goals in terms that may be meaningfully evaluated. In most instances, evaluation will then become a shared responsibility of the program staff and state library agency personnel.

Additional training in Management by Objectives, therefore, will be provided both to state personnel and to local library staff members responsible for planning and evaluation. The attempt will be made to make evaluation a continual process, not merely a terminal judgment.

2. Policies and procedures for effective dissemination of the results of such evaluations and other information pertaining to such programs or projects.

Heavy reliance for dissemination and program information will continue to be placed on its inclusion in the issues of the *Wisconsin Library Bulletin*, distributed to all types of libraries in the state. There will continue to be an annual State Plan Supplement. Separate narrative and research reports will be published as available. Statewide and areawide training and education programs will include dissemination components.

3. Policies and procedures for the effective coordination of programs and projects supported under this Act with library programs and projects operated by institutions of higher education or local elementary or secondary schools.

The State library administrative agency is responsible also for the State's development of school media programs, including administration of the Elementary and Secondary Education Act Title II. Through the state library advisory council, and through direct contact with institutions of higher education, the State library administrative agency will assure coordination with such programs as the Higher Education Act Title II-A. Attempts will also be made to coordinate LSCA programs with other governmental programs not primarily concerned with libraries.

4. Criteria used in allocating funds under Title I of the Act among the purposes set forth in the Act and the federal regulations.

Real need exists for funding programs to fulfill each of the purposes of Title I, since eligible libraries and groups of libraries still fall below minimum standards. Applications will be encouraged from each of the allowable program areas, and it is expected that during the five-year period programs will be funded aimed at all of the purposes in each of the years.

Priorities and criteria will be reviewed annually. In the immediate future, high priority will be assigned project applications which:

(1) Will more rapidly develop the strength of newly established public library systems;

(2) enable such systems to experiment with programs that will serve population groups with special needs;

(3) expand leadership capabilities in the area of state institutional library services;

(4) further develop educational and training opportunities for librarians in the libraries concerned.

Special consideration will be given to programs which will serve areas with a high proportion of disadvantaged residents. The State library administrative agency assures that the State will expend from federal, State, and local sources an amount not less than the amount expended by the State from such sources for State institutional library services and library services to the physically handicapped during fiscal year 1971.

5. Criteria, policies, and procedures for the approval of applications for the construction of public library facilities under Title II of the Act.

Criteria to be applied to applications for construction grants will include the population to be served, the adequacy of the building program statement in relation to the service program of the public library, and community commitment to an appropriate location for the facility.

A statement of priorities has been included in Chapter Three of the long-range program. In terms of procedures, public library consultants are asked to work with library boards and library staffs in the development of building program statements. The Division's Administrative Assistant is responsible for project application compliance, and compliance with mandatory federal standards. The Division publishes brochures and articles to assist communities in their facilities planning.

Every local or other public agency whose application for funds for a project for construction of public library facilities is denied will be given the opportunity for a fair hearing before the State agency.

6. Criteria, policies, and procedures for the approval of applications for interlibrary cooperation under Title III of the Act.

For many years, it has been the goal of the Division to promote cooperation and coordination of all types of libraries. The objective of a total program of intertype library cooperation should be to see that all libraries, e.g. state, public, school, special and research, vocational and technical institutes, college and university libraries, provide service to the clientele of those libraries through supplementing and strengthening each other's service. To accomplish this purpose, all library resources in the state should be interrelated to the end that all kinds of libraries are fully utilized to make it possible for all Wisconsin residents to have the opportunity to obtain the services needed. The Division is firmly committed to the principle that the primary library service to the clientele of each kind of library is the responsibility of the appropriate agency.

It is the Division's belief that the public library systems and public libraries of the state share leadership with other kinds of libraries in developing cooperative programs to provide coordinated and adequate service. Given the low level of funding of Title III, priority will continue to be given: 1) to statewide or state-level cooperative programs; and 2) to areawide or metropolitan programs. Consideration will be given to applications from local groups only if funds are available after the first two priorities are satisfied. Cooperative arrangements with other states for use of library materials resources or, where interstate compacts exist, cooperative systems of libraries may be entered into when deemed advantageous.

The Division, with the assistance of the State advisory council for libraries, will accomplish an annual review of this long-range program, and will make revisions in accordance with changing needs, and the evidence provided by the periodic evaluations.

APPENDIX A

Members, Wisconsin Council on Library Development

Sally Davis, Director of School Libraries, Oconomowoc
Paul Dietz, Director, Concordia College Library, Milwaukee
Louis Kaplan, Professor, University of Wisconsin, Library School, Madison
Mrs. Norma Kitzman, Public Library Trustee, Milwaukee Public Library
Mrs. John Maxwell, Public Library Trustee, Milwaukee Public Library
Mrs. William Putnam, Citizen, Madison
Ray Robertson, Public Library Trustee, Oshkosh Public Library
Bernard Schwab, Director, Madison Public Library
Charles Shetler, Director, State Historical Society Library
David R. Witmer, Board of Regents, State Universities, Madison
Clifford H. Zenor, State Board of Vocational Technical and Adult Education, Madison

	Terms Expired
Mrs. Robert Billings, Supervisor of School Libraries, Clintonville	July 1, 1971
Mrs. Robert Duckert, Citizen Member, Janesville	July 1, 1971
George Mead II, President, Consolidated Paper Co., Wisconsin Rapids	July 1, 1971

Additional Ad Hoc Members, State Advisory Council for LSCA

Juan Andrade, Educational Field Consultant, United Migrant Opportunity Services, Milwaukee
George Card, Wisconsin Council for the Blind, Inc., Madison
Allen Harbort, Superintendent of Correctional Education, Madison
Mrs. Geraldine Matthews, Librarian, Central Wisconsin
Colony and Training School, Madison
Stephanie Downs, High School Representative, Bear Creek, Resigned 9/71

Working Group on General Public Library Development

Patricia Bakula, Youth Librarian, Maude Shunk Public Library, Menomonee Falls
Muriel Fuller, University Extension Department of Library Science
Kathleen Gosz, Young Adult Librarian, Brown County Library, Green Gay
Mrs. Barbara Kelly, Director, Manitowoc Public Library
John Kopischke, Director, Wisconsin Reference and Loan Library
Eugene McLane, Director, Fond du Lac Public Library
Vivian Maddox, Assistant City Librarian, Milwaukee Public Library

Dorothy Naughton, Director, Lake Geneva Public Library
Ione Nelson, Public Library Consultant, Division for Library Services
Virginia Potter, Public Library Consultant, Division for Library Services
John Proctor, Librarian, Chippewa Falls Public Library
Mrs. Arthur Schmid, Public Library Trustee, West Bend

Responsibilities: To review the appropriate objectives of public libraries in Wisconsin, and examine societal forces which may require revision of objectives; will evaluate current services from available data, and suggest criteria, priorities, and procedures to accomplish the revised objectives.

Working Group on Library Services to the Disadvantaged

Juan Andrade, Educational Field Consultant, United Migrant Opportunity Services, Milwaukee
Elizabeth Burr, Public Library Consultant, Division for Library Services
Mrs. Jenelle Elder, Librarian, Milwaukee Public Schools
Mrs. John Maxwell, Library Board President, Milwaukee Public Library
Margaret Monroe, Professor, Library School, University of Wisconsin-Madison
Leslyn Schmidt, Management Librarian, Milwaukee Public Library
Mrs. Lynn Skenadore, Librarian, Menominee County Library, Keshena
Jane Younger, Public Library Consultant, Division for Library Services

Responsibilities: To define the term "disadvantaged" in terms of library services in Wisconsin. To evaluate the effectiveness of existing disadvantaged library services programs in Wisconsin. Will consider the special needs of minority groups in the Wisconsin population. Should establish objectives across the whole spectrum of disadvantaged needs, and develop criteria and priorities for accomplishing these objectives.

Working Group on Public Library Facilities

William Jambrek, Public Library Consultant, Division for Library Services
Richard Lederer, Administrative Assistant, Division for Library Services
Nolan Neds, Coordinator, Neighborhood and Community Services, Milwaukee Public Library
John C. Reid, Director, Library Services, West Bend Community Memorial Library
Clifford Zenor, Supervisor, Curriculum, State Board of Vocational, Technical and Adult Education.

Responsibilities: Examination of the present situation regarding physical facilities for Wisconsin public libraries. Suggest low-range objectives appropriate to Wisconsin's population distribution and patterns of library organization. Consider alternative means of reaching these objectives. Additionally, the objectives must be tied to the objectives for general public library development to be recommended by another working group.

Working Group, Library Services for the Physically Handicapped

George Card, Wisconsin Council for the Blind, Madison
William Crandall, Librarian, Wisconsin School for the Visually Handicapped, Janesville
James C. Grogan, Library Consultant–Special Services, Division for Library Services
Mrs. Florence Koch, Specialist, Social Service Planning, Wisconsin Department of Health and Social Services

Dorothea Krause, Head, Technical Services, Wausau Public Library
Antoinette Merrill, Activity Program Consultant, Wisconsin Department of Health and Social Services
Mrs. Betty Onufrock, Regional Librarian, Library for the Blind and Physically Handicapped, Milwaukee

Responsibilities: Consider the library needs of the blind and visually handicapped, and of other citizens whose physical impairment makes it impossible for them to use conventionally printed materials. Evaluate present methods and materials in providing library services to these groups. Suggest new objectives, and the criteria, priorities, and procedures most appropriate for achieving them.

Working Group on Library Services in State Institutions
Mrs. Jeanne Dornfeldt, Librarian, Wisconsin Correctional Institution, Fox Lake
Paul Gratke, Coordinator, Adult Services, Milwaukee Public Library
James Grogan, Library Consultant–Special Services, Division for Library Services
Allen Harbort, Superintendent of Correctional Education, Wisconsin Division of Corrections, Madison
Mrs. Geraldine Matthews, Librarian, Central Wisconsin Colony, Madison
Gilbert Szymanski, Chief of Special Programs, Bureau of Mental Retardation, Division of Mental Hygiene, Madison
Mrs. JoAnn Zamacona, Librarian, Madison Public Library

Responsibilities: Evaluate the present library services offered to inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, residential schools for handicapped persons, and other general or special institutions or hospitals operated by or substantially supported by the state. Consider revised objectives for such library services, and the criteria, priorities, and programs which could best improve current services.

Working Group on Interlibrary Cooperative Programs
William Brandt, Library Director, Ripon College
Charles Bunge, Director, Library School, University of Wisconsin–Madison
Bernard Franckowiak, School Library Consultant, Division for Library Services
William Grindeland, Director, Instructional Materials Center, Unified School District Number 1, Racine County
James C. Grogan, Library Consultant–Special Services, Division for Library Services
Louis Kaplan, Professor, Library School, University of Wisconsin–Madison
John Kopischke, Director, Reference and Loan Library
Peter McCormick, Coordinator, General Materials and Service, Milwaukee Public Library
James Riley, Library Director, Marquette University
Bernard Schwab, Director, Madison Public Library
Larry Sgro, Librarian, Nicolet College and Technical Institute, Rhinelander
Mrs. Frances Wood, Assistant Director, Information Services, University/Industry Research, Madison

Responsibilities: Examine the present status of intertype library cooperative programs designed to supplement the services of each type of library. Evaluate desirable objectives for such programs at the local, regional and statewide levels. The criteria and priorities for such programs should be considered, and realistic goals set for the accomplishments within the time span of the long-range plan.

APPENDIX B

MANAGEMENT BY OBJECTIVES: AN OVERVIEW AND TERMINOLOGY

As explained in the preface, the format and process of Management by Objectives in which the Division staff was trained by Dr. George Glaspey was used, in so far as time permitted, in specific areas of the plan. Hopefully, it is in these areas that the Wisconsin plan comes closest to the ideal planning model which, fully developed, will make both planning and assessment more meaningful in Wisconsin.

Included here, therefore, are descriptive materials and definitions which will enable users of the plan to follow the intent, and understand the process.

Overview of Management by Objectives

Management by Objectives is the most effective system of management known-one that will improve performance and ensure accountability at all levels. It is founded on a belief in people with emphasis on two basic concepts:

1. People will accomplish more if they have a clear idea about what they are supposed to accomplish. This is particularly true if they are involved in determining their own objectives and are allowed freedom to devise means for achieving them.
2. Progress can only be measured in relation to desired outcomes.

The MBO process is outlined in the attached illustration. The first step is to define desired outcomes–this leads to establishment of objectives that should enable you to achieve the desired outcomes. Then you determine what activities must be carried out to achieve each objective and merge them into a total work plan. Progress is evaluated by comparing actual results with those projected in the objectives. MBO is the reverse of our normal approach to management. The first step in traditional management is to define activities to be carried out–to achieve outcomes not clearly defined.

Management by Objectives helps a subordinate to see how he fits into his superior's organization and how he can contribute most to the organization. It improves communication and coordination and strengthens the superior-subordinate relationship. But, its chief benefit is in developing the subordinate's sense of

commitment and responsibility. He not only learns how to increase his contribution–he wants to increase it.

In today's world, commitment, motivation and management development are essential. Managerial talent is a precious resource. We can no longer afford to focus exclusively on current performance and ignore the development of managerial talent. The organization that ignores management development to concentrate on current performance is like the organization that neglects to maintain its equipment in order to maximize current performance. Sooner or later, the equipment–or the organization–breaks down. We also need commitment and motivation because rewards, punishments and authority cannot in themselves solve the problems of developing good working relationships. We can force a man to comply with our orders, but we cannot force him to act independently or creatively. And, with conditions changing as rapidly as they are today, every organization needs managers and professionals who can think independently and act responsibly, people who are committed to quality performance and who are able to live up to their commitments. Management by Objectives is the most effective approach for developing this kind of individual.

Management by Objectives works because it is based on research findings on the nature of man, not on cherished illusions. It rejects cherished illusions as a basis for science and technology. And, by using insights from the behavioral sciences, Management by Objectives makes the same kind of contribution to management that physical science has made to technology.

OVERVIEW OF MBO PROCESS

Step 5	Evaluate Performance By Comparing Results with Objectives	= Evaluate Performance
Step 4	Define Activities to Maintain Indicators at Desired Levels–and to Achieve Desired Outcomes	= Establish Work Plan
Step 3	Determine Level at Which Performance Indicators Must Be Maintained to Achieve Desired Outcomes	= Set Unit Objectives
Step 2	Identify Events or Behavior that Indicate Progress in Achieving Desired Outcomes	= Identify Performance Indicators
Step 1	Define Outcomes You Should Produce to Help Achieve Organization Goals	= Define Unit Goals

Copyrighted 1970, J. L. Glaspey

Special Terminology Used in Management by Objectives

1. Agency Goals

Statements of broad direction or intent that are general and timeless–describe what the agency wants to achieve.

Example: To assure educational programs and services in the public schools of Wisconsin to meet the needs of all students.

2. Unit Goals

Major outcomes you should produce to help achieve agency goals.

Example for Director of Bureau for Teacher Education:

. To assure that persons trained in Wisconsin teacher training institutions for certificated positions in Wisconsin public schools will perform effectively in the positions for which they are trained.

. To assure that inservice training programs for certificated personnel in Wisconsin public schools will help them to perform more effectively.

. To administer certification regulations effectively.

. To create a working environment that will enable bureau employees to achieve job satisfaction.

3. Performance Indicators

Events or behavior which indicate how well you are accomplishing your unit goals.

Example: Unit Goal–To assure that persons trained in Wisconsin teacher training institutions for certificated positions in Wisconsin public schools will perform effectively in the positions for which they are trained.

Performance Indicators–(1) Evaluation of teacher preparation programs by students in the programs during their senior year. (2) Evaluation of teacher preparation programs by graduates of the programs one year after graduation. (3) Evaluation by immediate superiors of performance of graduates at the end of their first year of service in Wisconsin public schools. (4) Involuntary termination of graduates during or at the end of their first year of service in Wisconsin public schools.

4. Unit Objectives

The level at which performance indicators should operate to achieve desired outcomes.

Example:

Performance Indicator–Evaluation by immediate superiors of performance of graduates at the end of their first year of service in Wisconsin public schools.

Unit Objective–To reduce the percentage of graduates of Wisconsin teacher training institutions receiving unsatisfactory performance ratings (from their immediate superiors) at the end of their first year of service in Wisconsin public schools from 3.2 percent to 2.7 percent.

APPENDIX C

WISCONSIN DIVISION FOR LIBRARY SERVICES: RESPONSIBILITIES AND ORGANIZATION

Responsibilities of the Wisconsin Division for Library Services

The general statutory charge is extension and improvement of library services throughout the state in order to bring within the reach of all the people of the state increased opportunities for reading, study and free inquiry.

Responsibilities include:

–Provision of professional and technical advisory and informational services to public libraries, public library systems, school media programs and regional resource centers.

–Maintenance of the Wisconsin Reference and Loan Library.

–Direct public library services to Wisconsin residents who do not have legal access to a public library.

–Research and planning for school media programs, public libraries, and public library systems.

–Continuing education and inservice training, especially for public librarians and school media personnel.

–Administration of State aids to public library systems, and guidance to school districts on expenditures of Common School Fund for library materials.

–Administration of federal library programs.

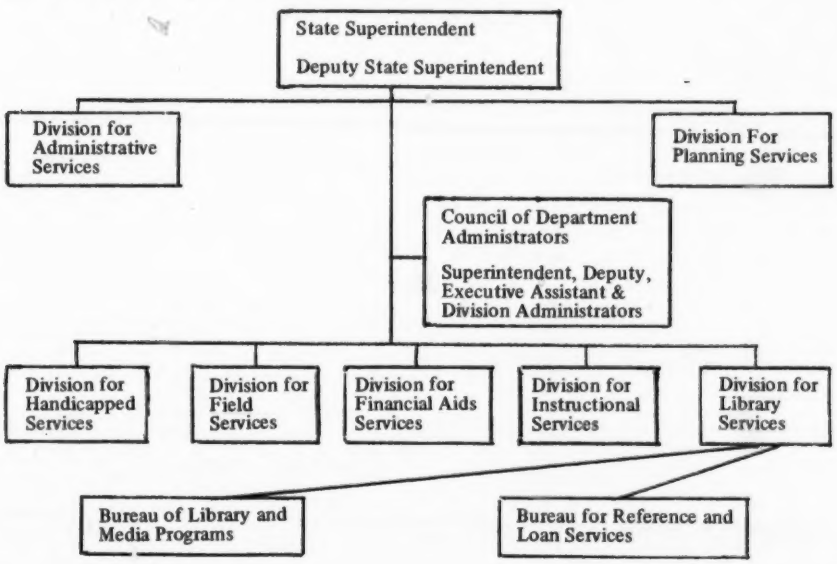
–Certification of public librarians and public library systems.

–Provision of the means of cooperation among all libraries in the state.

51

Department of Public Instruction Organization

Division for Library Services Bureau Responsibilities


State Superintendent
Deputy State Superintendent
Division for Administrative Services
Division For Planning Services
Council of Department Administrators
Superintendent, Deputy, Executive Assistant & Division Administrators
Division for Handicapped Services
Division for Field Services
Division for Financial Aids Services
Division for Instructional Services
Division for Library Services
Bureau of Library and Media Programs
Bureau for Reference and Loan Services

School Media Programs

Responsible for development of school media programs; includes school library and audiovisual supervision, and program development of ESEA Title II.

Public Library Services

Planning, consultation and regulatory functions concerning public libraries and public library systems, including program administration of the Library Services and Construction Act and the administration of State aids program for public library systems.

Specialized Library Services

Includes consultant, development, and program planning services for libraries in State institutions; library services for the physically handicapped; cooperation among different types of libraries; statistical and research coordination.

Program Services

Extension of reference assistance and library materials to library systems and nonaffiliated public, school and academic libraries; administration of DPI professional library; distribution of State documents; reader service to State institutions; assistance to State agencies.

Technical Services

Acquisition, organization and maintenance of library materials; distribution of materials, operation of interlibrary communication network; development of interloan compacts; office management; plant and vehicle maintenance.

APPENDIX D

BIBLIOGRAPHY
MAJOR PUBLICATIONS ON LIBRARY SERVICES IN WISCONSIN, 1948-1972

Barton, John R. and Rector, Franklin E. *The Public Library in Wisconsin; an Inquiry into its Social and Educational Resources.* Madison, University of Wisconsin, Department of Rural Sociology in cooperation with the Wisconsin Free Library Commission, 1951.

Baumann, Ruth. *Facing the '60's–the Public Library in Wisconsin;* a report to the Wisconsin Free Library Commission. Madison, Bureau of Government, University Extension Division, University of Wisconsin, 1961.

Becker, Joseph, and Hayes, Robert M. *A Plan for a Wisconsin Library and Information Network; Knowledge Network of Wisconsin.* Madison, Wisconsin, Department of Public Instruction, 1970.

Bunge, Charles A. *Library Cooperation in the Madison Area; a Survey with Recommendations.* Madison, University of Wisconsin Library School, 1969.

Garrison, Guy G. *A Statewide Reference Network for Wisconsin Libraries.* Prepared for the Wisconsin Free Library Commission by the Library Research Center, Graduate School of Library Science, Urbana, Illinois, 1964.

Krikelas, James. *Centralized Technical Processing for Public Libraries in Wisconsin; Report of a Statewide Study.* Madison, Library School of the University of Wisconsin, 1969.

Long, Marie M., comp. *Directory of Library Resources in Wisconsin.* Urbana, Library Research Center, Graduate School of Library Science, University of Illinois, 1963; Madison, Wisconsin Library Association, College and University Section, 1964.

Macleod, David I. *Carnegie Libraries in Wisconsin.* Madison, State Historical Society of Wisconsin for Department of History, University of Wisconsin, 1968.

Southeastern Wisconsin Regional Planning Commission. *Comprehensive Plan for Library Facilities and Services in Southeastern Wisconsin.* Waukesha, 1972.

Wilcox, Benton H. *The Wisconsin Library Association, 1891-1966.* Madison, Wisconsin Library Association, 1966.

Wisconsin Department of Resource Development. *Public Library Facilities.* By the Wisconsin Department of Resource Development and Wisconsin Library Commission. Madison, 1965.

Wisconsin Division for Library Services. *Guide to Wisconsin State Government Agency Library Resources.* Madison, 1969.

Wisconsin Division for Library Services. *Impact of Federally Supported Programs upon Public Library Service (Proceedings,* Eleventh Institute on Public Library Management, sponsored jointly by the Wisconsin Division for Library Services, University of Wisconsin Library School, and the University of Wisconsin Extension Department of Library Science). Madison, 1966.

Wisconsin Division for Library Services. *Learning to Use Media.* (Department of Public Instruction Bulletin No. 197.) Madison, 1970.

Wisconsin Division for Library Services. *Realities of the Public Library System Concept in Wisconsin (Proceedings,* Twelfth Institute on Public Library Management, sponsored jointly by the Division; University of Wisconsin–Madison Library School;

and the School of Library and Information Science, University of Wisconsin–Milwaukee). Madison. 1968.

Wisconsin Division for Library Services. *Standards for School Library/Media Programs, 1972-75.* Madison, 1972.

Wisconsin Division for Library Services. *Workshop for Librarians of State Institutions.* Madison, 1967.

Wisconsin Free Library Commission. *A Design for Public Library Development in Wisconsin; Standards for Measuring Progress.* Prepared and adopted by Wisconsin Free Library Commission, Wisconsin Library Association, and Wisconsin Library Trustees Association. Madison, 1963.

Wisconsin Free Library Commission. *Informal Education through Libraries (Proceedings,* Sixth Institute on Public Library Management, sponsored by the Commission and financed by a grant from the Fund for Adult Education and the American Library Association). Madison, 1954.

Wisconsin Free Library Commission. *Personnel Management (Proceedings,* Seventh Institute on Public Library Management, sponsored jointly by the Commission, University of Wisconsin Library School, Wisconsin Library Association, Wisconsin Library Trustees Association, and the Bureau of Personnel of the Wisconsin Department of Administration). Madison, 1961.

Wisconsin Free Library Commission. *Public Library-Public School Relationship (Proceedings,* Eighth Institute on Public Library Management, sponsored jointly by the Commission, Wisconsin Education Association, Wisconsin Library Association, State Department of Public Instruction, and the University of Wisconsin Library School). Madison, 1961.

Wisconsin Free Library Commission. *Public Library Service to Adults (Proceedings,* Ninth Institute on Public Library Management, sponsored jointly by the Commission, Wisconsin Library Association, University of Wisconsin Library School, Extension Division, and Cooperative Extension Service, Wisconsin Library Film Circuit, Inc., Wisconsin Arts Foundation and Council, and Wisconsin Federation of Women's Clubs). Madison, 1963.

Wisconsin Free Library Commission *Since 1956–A Summary Report on Public Library Development in Wisconsin.* Madison, 1965.

Wisconsin Free Library Commission. *The Wisconsin-Wide Library Idea for Voluntary Education through Reading.* Prepared by the Joint Extension Committee (Wisconsin Free Library Commission and Wisconsin Library Association). Madison, 1948.

Wisconsin Library Association. Library Development and Legislation Committee. *Public Library System Development for Wisconsin: A Report.* Madison, 1968.

Wisconsin Library Commission. *Building Book Collections for Reference and Information Services; Providing Statewide Reference Service in Wisconsin (Proceedings,* Tenth Institute on Public Library Management). Madison, 1965.

Wisconsin Library Commission. *Wisconsin Library Commission: A Five-Year Report.* Written and compiled by Mary Lee Miller. Madison, 1965.

Wisconsin Library Trustees Association. *Wisconsin Library Trustees Manual.* Madison, 1970.

Wood, George E. *A Study and Evaluation of Some Recent Local Public Library Planning in Wisconsin.* A thesis submitted in partial fulfillment of the requirements for the degree of Master of Science (Urban and Regional Planning) at the University of Wisconsin. Madison, 1968.